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# Tulare County Housing Element



Prepared By  
Tulare County Building And Planning Department



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# Housing Element Of The Tulare County General Plan



Prepared By  
Tulare County Building And Planning Department

Approved: Tulare County Planning Commission  
Resolution No. 6052, June 27, 1984

Adopted: Tulare County Board of Supervisors  
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## PREFACE

This Housing Element Revision has been prepared pursuant to AB 2853 and the Housing Element Guidelines adopted by the Department of Housing and Community Development on November 17, 1977, and Government Code Sections 65302(c) and 65580 et seq. It contains standards and plans for the improvement of housing and for the provision of adequate sites for housing as well as making adequate provisions for the housing needs of all economic segments of the unincorporated area of Tulare County. It identifies both immediate and prospective needs for market-rate and nonmarket-rate households and sets forth a housing program to facilitate meeting the identified needs. This Housing Element supersedes, except for informational material in the earlier reports, the 1971, 1975 and 1981 Housing Elements, which were adopted by the Board of Supervisors February 13, 1973, March 23, 1976, and July 7, 1981, respectively.

AB 2853, which was signed into law on September 26, 1980, requires localities to update their Housing Elements at least every five (5) years, and to complete the first revision by July 1, 1984. This revision has been prepared in compliance with that provision.

Most of the data used in this document was obtained from the 1980 Federal Census, data which has become available subsequent to adoption of the 1981 Housing Element. This newly available data has provided a more accurate picture of the housing situation in Tulare County.





# Chapter 1





## CHAPTER I

### INTRODUCTION

Housing needs arise from social and economic forces as they influence such factors as income, vacancy rates, condition of existing housing, population increases, and the relative adequacy of the environment; and to make matters more complicated, these factors interact with one another to further influence or alter their characteristics.

All Tulare County residents are affected by these factors. Many are affected adversely, especially low- and moderate-income households, including minorities, senior citizens, handicapped persons, large families and other overcrowded households, and households displaced as a result of public activities. Whereas housing problems were once only the province of low-income households, the decade of the 1970s, with inflation, high interest rates and speculative investment in residential real estate, has resulted in a housing dilemma for middle-income households as well. This middle-income group, while not faced with occupying substandard housing, has had to adjust to smaller lots, smaller houses, new types of housing, and a delayed ability to purchase housing.

To place the situation in perspective, the prospects for homeownership for middle-income families in Tulare County are much brighter than in California's metropolitan areas, due to lower overall housing costs, even taking into consideration lower wages. However, much more serious problems of inadequate income and substandard housing are faced by Tulare County's low income residents.

There are an array of special housing needs that are related to three general housing needs: a suitable home, an affordable home, and a satisfactory environment.

A housing unit is suitable if its condition is sound; it is not overcrowded; and if it provides special amenities for special needs.

A satisfactory environment is one in which the lives of the occupants of a housing unit are beneficially influenced by such adjuncts as adequate public facilities and services; access to employment opportunities, if necessary; compatible adjacent land uses; and convenient access to commercial establishments.

An affordable housing unit is one for which the owner can meet reasonable financial obligations towards mortgage, property taxes, and insurance. For the renter, an affordable housing unit is one for which reasonable financial obligations can be met towards contract rent.

All of the housing needs which are outlined above will be discussed in greater detail in the following chapters.

## Requirements for a Housing Plan

The Housing Act of 1949 established a national housing goal of a "decent home and a suitable environment for every American family." However, the Federal government did not develop legislative commitments in terms of the programs and mechanics by which the nation's housing needs would be met. Consequently, for many low- and moderate-income families, that goal was not fulfilled. Nineteen years later, Congress adopted the Housing and Urban Development Act of 1968 to speed up the building and rehabilitation of housing through the incentive of Federal assistance.

In 1967, the California Legislature amended the California Planning Act to add a Housing Element to the list of General Plan Elements. In 1971, the Planning Act was again revised to require that the general plans of all counties and cities, both general law and charter, include a mandatory housing element "consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing," and which "shall make adequate provision for the housing needs for all economic segments of the community."

In 1977, the State Department of Housing and Community Development adopted regulations under the California Administrative Code, known as the Housing Element Guidelines, which are to be followed by local governments in the preparation of local housing elements. AB 2853, enacted in 1980, further codified housing element requirements.

## Previous Plans and Studies

### 1971 Housing Element

The first housing report for the Tulare County region, "Housing Report, First Year," was published in August, 1971. It was based on a locally performed housing condition survey, the "Housing Inventory of Tulare County." The Housing Report, First Year, was adopted by the Board of Supervisors as the Housing Element of the Tulare County General Plan on February 13, 1973.

### 1973 Housing Element

The second housing report, "Housing," was published in March, 1973. It was based on data from the 1970 Census of Population and Housing. This report was not presented for adoption as an Element of the General Plan, but was distributed for review to the Board of Supervisors, city councils and planning commissions, as well as to concerned agencies and citizens.

### 1975 Housing Element

After receipt of the 1974 State Housing Element Guidelines, the third housing report was prepared. Entitled "Housing Element," and published in September, 1975, this report summarized the large quantity of data presented by the second housing report and contained housing goals, objectives and policies which met the requirements of the 1974 guidelines. It was adopted by the Board of Supervisors as the Housing Element of the Tulare County General Plan March 23, 1976.



## 1979 Model Housing Element

In 1979, the Tulare County Association of Governments completed a Model Housing Element for use by its member jurisdictions (the County of Tulare and the eight incorporated cities) in satisfying the requirements of the 1977 Housing Element Guidelines. This document also provided population and housing data and projections for all the cities and the County which were required to be included in their respective housing elements.

## 1981 Housing Element

The County of Tulare tailored the Model Housing Element to meet the County's needs, and this Housing Element was adopted by the Board of Supervisors on July 7, 1981. This Housing Element contained goals, objectives, policies and programs to implement those goals, and was prepared in compliance with the 1977 Housing Element Guidelines.

### Housing and Local Government

The housing delivery system is essentially a private system. The production, exchange and management of the housing stock are largely in private hands and are influenced by many factors beyond those in which Tulare County government plays a part. This means that the implementation of public policies related to housing goals must call for the enlistment of the housing industry and the many community groups that are interested in housing.

Tulare County, in cooperation with State and Federal governments, has the power to influence the workings of the housing delivery system. If local housing goals are set, a variety of local public policies can be brought to bear in creating the conditions under which the goals may be met. These policies represent a commitment on the part of Tulare County to reach its housing goals.

On the other hand, Tulare County government continuously touches and influences the housing delivery system on a variety of fronts. Virtually every area of local government responsibility - community facilities, education, traffic, welfare and health protection - has implications for housing development and availability. Policies directly related to land development, property taxation, utility extension and zoning may have the most obvious relevance to housing, but they are only part of the total range of local governmental relationships to housing. The relationship of local government to any housing unit begins before it is constructed and continues until it is demolished. In the long run, the impact of local government is far greater than that of the developer, financing agency, various owners, or the federal government.

### Consistency with Other General Plan Elements

Section 65300.5 of the Government Code states that the General Plan shall comprise an integrated, internally consistent set of policies. Consistency is also important because general plan designations and subsequent zoning must provide for a range of housing types that are consistent with housing needs.

The following elements of the Tulare County General Plan contain goals and policies which are especially pertinent to the location and standards for housing development and rehabilitation in the County:

### Urban Boundaries Element.

The Urban Boundaries Element, as adopted in 1974 and amended in 1983, sets forth the policy that urban development in Tulare County shall occur within the eight incorporated cities, within Foothill Development Corridors, within the Urban Development boundaries of unincorporated communities, and within other areas suitable for non-agricultural development, as determined by the procedures set forth in the Rural Valley Lands Plan. An exception procedure also exists which allows urban development to occur in the unincorporated area adjacent to incorporated cities, if certain criteria are met.

The purpose of an Urban Development Boundary is to define twenty-year planning areas around incorporated cities in which the County and cities will coordinate plans, policies and standards relating to building construction, subdivision development, land use and zoning regulations, street and highway construction, public utility systems, environmental studies, and other closely related matters affecting the orderly development of urban fringe areas. These boundaries provide an official definition of the interface between future urban and agricultural land uses.

Urban Development boundaries have also been established around the following unincorporated communities to serve as official urban planning areas for these communities: Alpaugh, Cutler-Orosi, Ducor, Earlimart, East Orosi, Goshen, Ivanhoe, Lemon Cove, London, Pixley, Plainview, Poplar-Cotton Center, Richgrove, Strathmore, Terra Bella, Tipton, Traver, Woodville and Springville. At some future date, Urban Development boundaries are to be adopted around the communities of Three Rivers, Sultana and Allensworth.

Urban Area Boundaries, which are larger than Urban Development Boundaries, have also been established around the eight incorporated cities. The Urban Area Boundary is defined as the area where land uses are presumed to have an impact upon the adjacent incorporated city, and within which the cities' concerns are to be given serious consideration as part of the land use review process. The Urban Area Boundary is also considered to be the next logical area in which urban development may occur, and within which Urban Development Boundaries may ultimately be expanded.

### Rural Valley Lands Plan.

The Rural Valley Lands Plan applies to the Valley floor area outside cities' Urban Area Boundaries and outside the Urban Development Boundaries of unincorporated communities. The Plan establishes basic County policy that such areas should be zoned for agriculture and restricted to minimum parcel sizes consistent with agricultural uses. However, the plan also contains policies which determine the suitability of rural lands for nonagricultural uses. This determination is based upon fifteen factors, which include land capability, existing and surrounding parcel size, suitability for cultivation, surrounding land use, proximity to services, and agricultural preserve status.

### Community Land Use Plans.

Land use plans have been prepared for the following unincorporated communities, which specifically designate areas suitable for residential development:

Exeter urban area  
Farmersville urban area  
Lindsay urban area  
Porterville urban area  
Tulare urban area  
Visalia urban area  
Woodlake urban area  
Goshen  
Three Rivers  
Springville (in progress)

The planned land use for the remaining unincorporated communities is contained in the 1963 Tulare County Area General Plan.

#### Foothill Growth Management Plan.

The Foothill Growth Management Plan, adopted in 1981, provides a comprehensive statement of the policies and standards that guide development in the foothill region of Tulare County. The purpose of the plan is to maintain the viability of foothill agriculture and reduce County expenditures through a more efficient service delivery system, by directing growth into selected Foothill Development Corridors. Within these corridors, new development must be able to provide its own domestic water, liquid waste disposal and other necessary community services. A map of the adopted Foothill Development Corridors is included in this document.

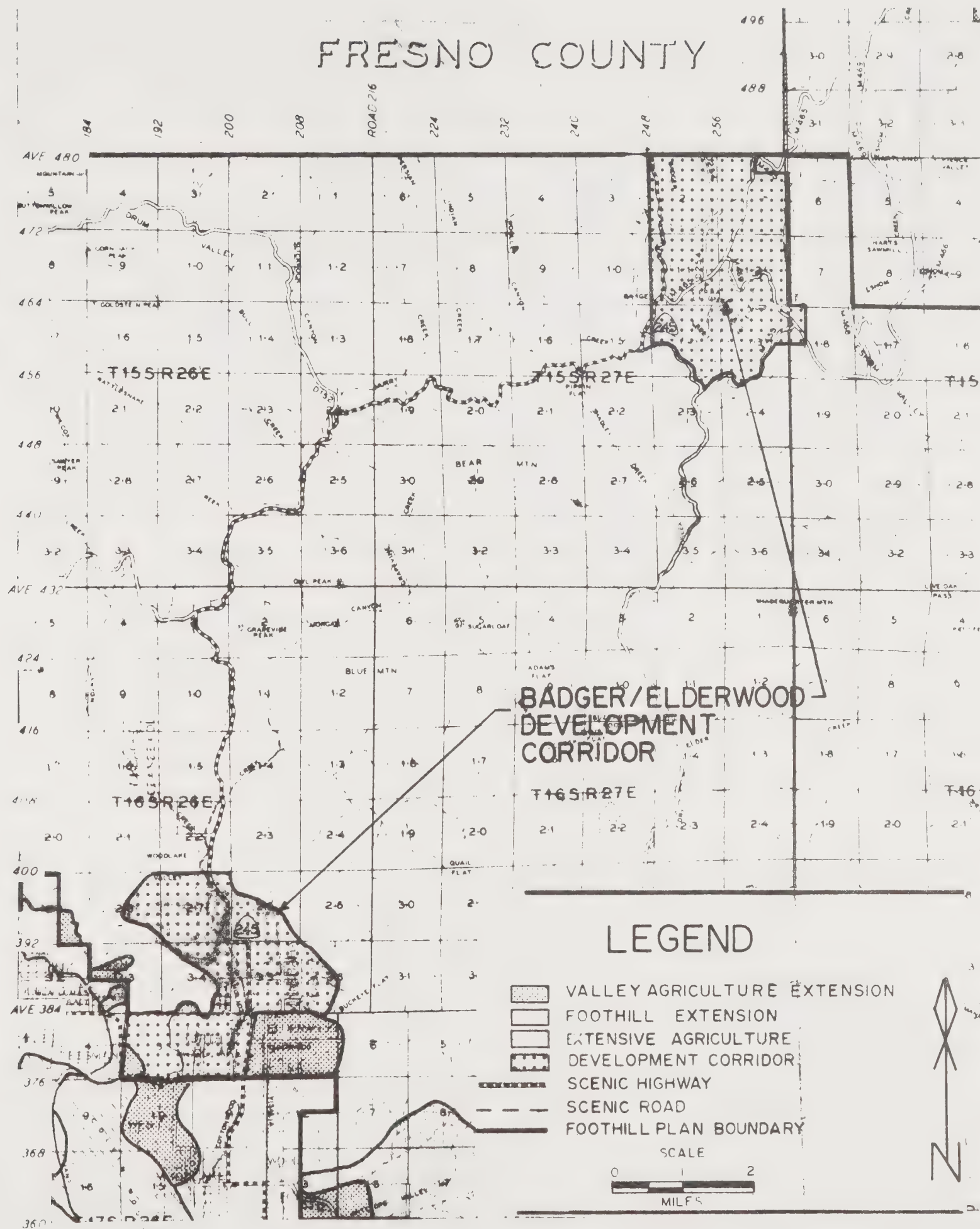
#### Water and Liquid Waste Management.

This Plan was adopted as part of the Tulare County General Plan in 1971. The Plan contains a comprehensive analysis of community sewer and water systems and needs county-wide, and sets forth recommendations for improvements to those systems. Much of this information is now out of date; however, application will be made during fiscal year 1984-85 for Community Development Block Grant funds to conduct a countywide assessment of sewer and water needs.












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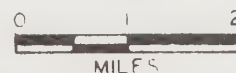


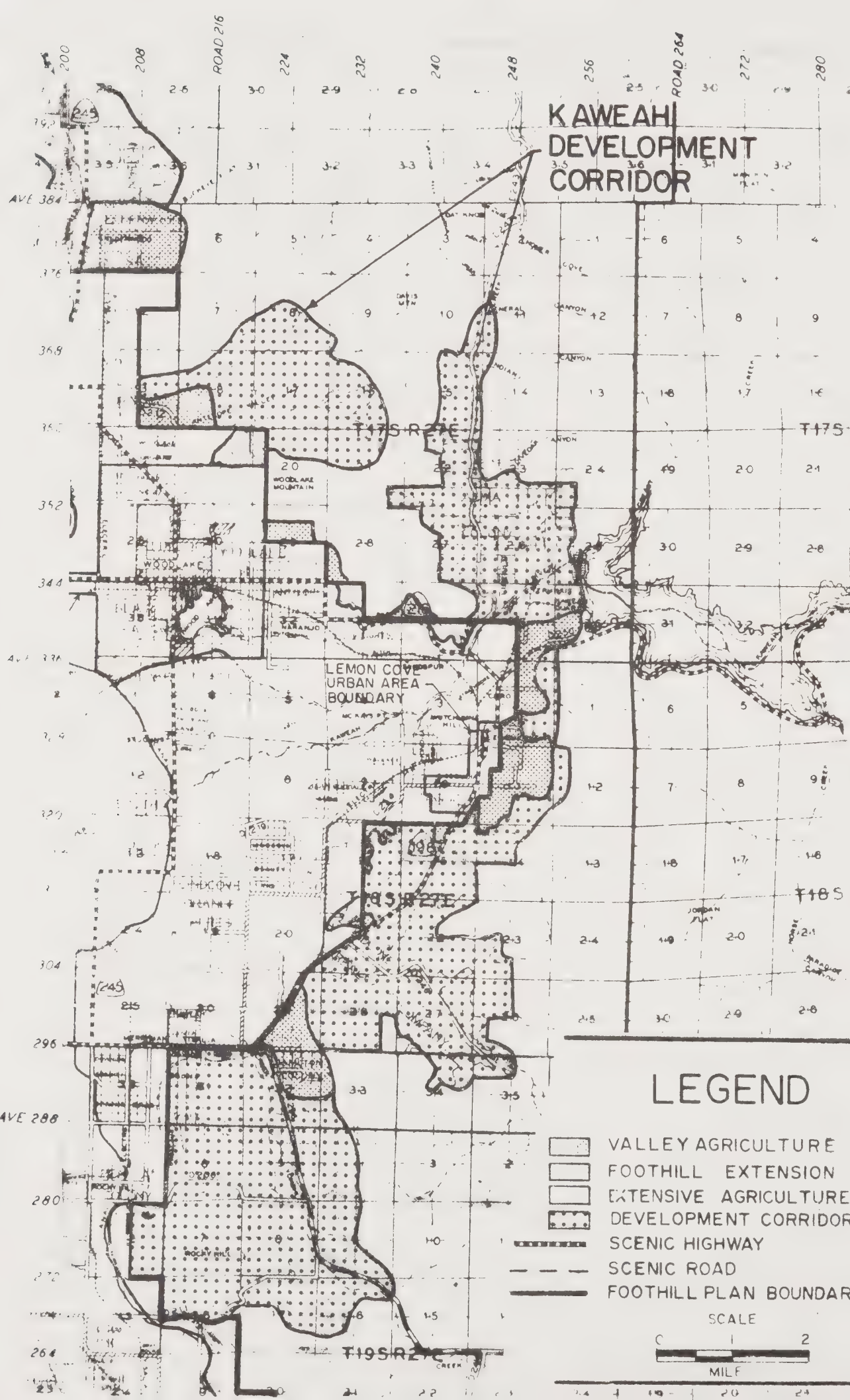
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CORRIDOR**

## LEGEND

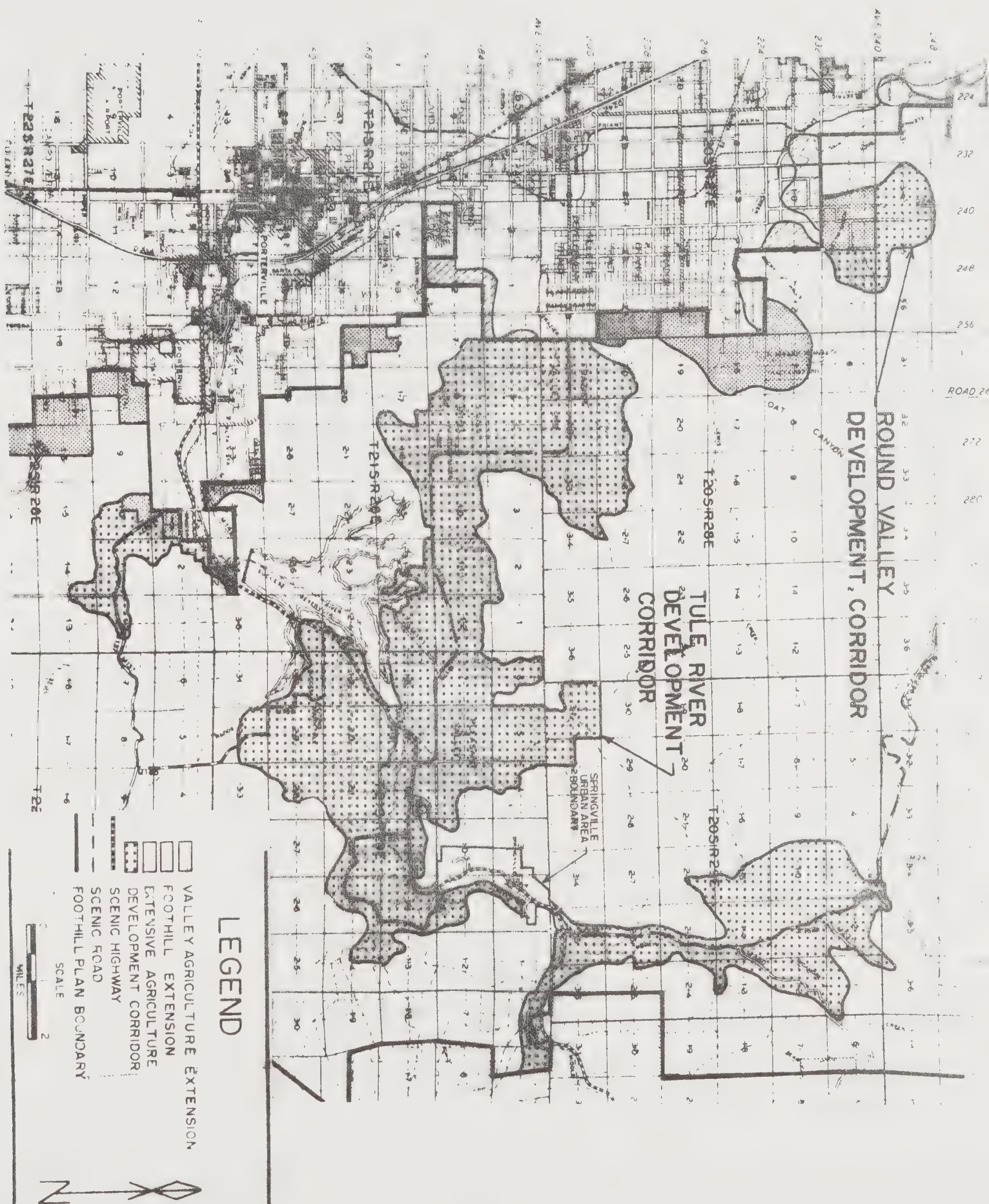
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-  FOOTHILL EXTENSION
-  EXTENSIVE AGRICULTURE
-  DEVELOPMENT CORRIDOR
-  SCENIC HIGHWAY
-  SCENIC ROAD
-  FOOTHILL PLAN BOUNDARY

SCALE









# ROUND VALLEY DEVELOPMENT CORRIDOR

## TULE RIVER DEVELOPMENT CORRIDOR

### LEGEND

- VALLEY AGRICULTURE EXTENSION
- FOOTHILL EXTENSION
- EXTENSIVE AGRICULTURE
- DEVELOPMENT CORRIDOR
- SCENIC ROAD
- SCENIC HIGHWAY
- FOOTHILL PLAN BOUNDARY

SCALE

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## Chapter 2



## CHAPTER II

### HOUSING NEEDS

The housing goals, policies and programs set forth in this Housing Element are based upon a thorough analysis of the factors listed below:

1. Housing and population data
2. Housing market characteristics and forecasts
3. Housing cost factors
4. Constraints to housing production (both private and governmental)
5. Housing assistance needs of residents of the Tulare County unincorporated area.
6. Existing housing programs

Each of the above items is described and discussed in this chapter and the chapters which follow.

#### Population Information

##### Total Population.

According to the 1980 census, the total population of the unincorporated area of Tulare county was 121,440, which represented 49% of the total County population of 245,738 and a 12.6% increase over 1970, when the unincorporated population was 107,792. The 1983 Department of Finance estimate for the unincorporated area was 126,702, which constituted 48% of an estimated total County population of 263,017.

The 1980 population figures for the unincorporated communities in Tulare County which are recognized by the Census Bureau as Census Designated Places are listed in Table 1 below.

Table 1  
POPULATION COUNTS FOR TULARE COUNTY JURISDICTIONS  
1980

Cutler	3,149
Earlimart	4,578
East Porterville	5,218
Goshen	1,809
Ivanhoe	2,684
London	1,257
Orosi	4,076
Pixley	2,488
Poplar-Cotton Center	1,295
Richgrove	1,398
Strathmore	1,955
Terra Bella	1,807
Tipton	1,185
Woodville	1,507

Source: 1980 U.S. Census, STF 1A

A map showing the location of these communities is included in this document.

#### Household Population.

Household population is the total population less the number of people living in group quarters (e.g. nursing homes, farmworker housing, jail inmates, etc.). According to the 1980 census, the unincorporated area household population was 119,796, which represents a 12.8% increase over the 1970 census count of 106,159. By 1983, the household population of the unincorporated area was estimated by the Department of Finance to be 125,093.

#### Total Households.

The total number of households in the unincorporated area was 37,569 in 1980, according to the U.S. Census, which represented 46.6% of total County households. Total households in the unincorporated area are projected to reach 43,941 by 1990, a 16.9% increase over 1980.

Many forces affect the increase in the number of households. Over 5,600 new one-person households were formed countywide during the decade as members of the baby-boom generation postponed marriage, as the number of divorces increased, and as a higher proportion of the population consisted of older persons. Total nonfamily households, of which one-person households are a portion, increased 75 percent.

#### Household Size.

The average number of persons per household, or household size, declined between 1970 and 1980. However, as shown on Table 2, the State Department of Finance is projecting that household size will increase during the 1980s in Tulare County. This increase may be attributed to several factors, including doubling up of families due to housing costs and the in-migration of population sub-groups (e.g. refugees and undocumented workers) of larger than average household size.



# COUNTY OF TULARE

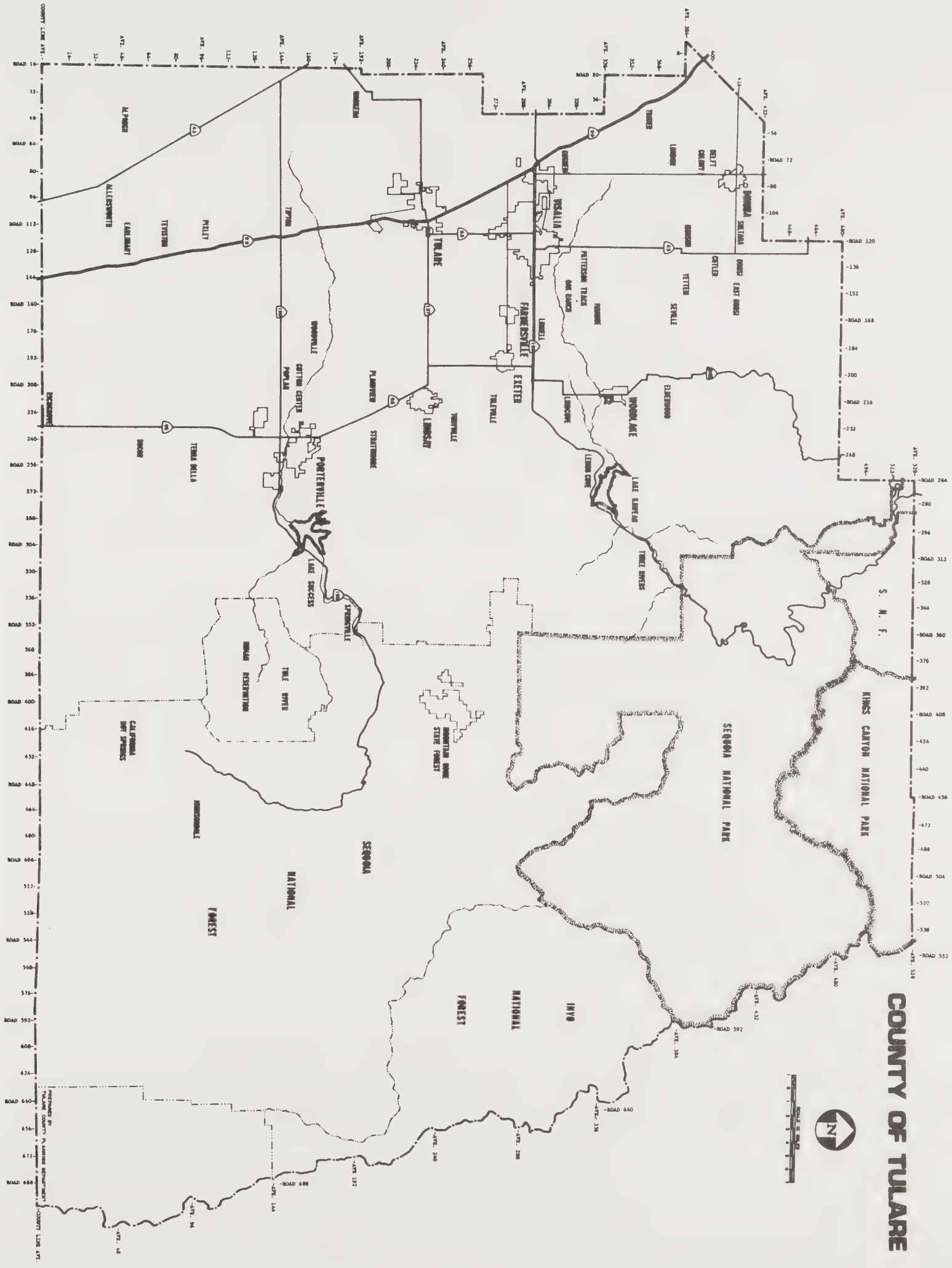


Table 2

AVERAGE HOUSEHOLD SIZE  
(Persons Per Household)  
Tulare County: Unincorporated Area and Total  
1970, 1980, and 1983

Jurisdiction	Persons Per Household		
	1970	1980	1983
Unincorporated Area	3.463	3.182	3.249
Tulare County	3.245	2.981	3.052

Source: 1970 Census, 1980 Census, Department of Finance

#### Household Increase Due to New Industry.

The advent of new industry in the unincorporated area between 1980 and 1990 should not significantly alter the household projections for 1990, even though the County is promoting new and expanded industry through a countywide nonprofit Economic Development Corporation formed in 1983.

It is assumed that most prospective employees of new industry already live in Tulare County - it is this large existing unemployed labor force which will help to attract new industry to Tulare County. It is estimated that only about 10% of any new jobs created (mostly management) will attract new households to Tulare County. Of this 10%, it is estimated that 75% of these new households will locate within one of the incorporated cities. It is further estimated that 100% of these new households will fall within the above-moderate income group. These new households have been included within the household projection for 1990 of 43,941.

#### Group Quarters Population.

Not a component of household increase, but important nevertheless, is that portion of the total population which is classified as "group quarters" population. The difference between total population and household population - 1,644 for the Tulare County unincorporated area as of 1980 - is composed of group quarters population. Several types of group quarters are located in the unincorporated area, ranging from convents to reformatories. Of particular concern within this Housing Element are nursing and convalescent homes, or other continuous-care facilities and migrant seasonal farm labor housing.

#### Special Needs Groups.

Certain types of households have special housing needs that have their roots in non-affordability based on low income. Households especially susceptible to insufficient income are minorities, senior citizens, large families and other families living in overcrowded conditions, families with female heads of household, farmworkers, the physically handicapped, and households displaced by governmental actions. Information on these special needs groups is provided below.

Minority Households. Minority households, by number and percent of total households, are shown for 1980 for the total County, the unincorporated area and the unincorporated communities on Table 4.

Minorities have, for many years, constituted a disproportionate share of all lower-income households. Minority groups are also the most likely to suffer from housing discrimination, in spite of laws which prohibit such discrimination in housing. During the past few years, various programs, such as bilingual education and affirmative action employment procedures, have been instituted in an attempt to alleviate the low-income status of minority races and ethnic groups.

Senior Citizen Households. Of those paying more than they can afford for housing, the plight of senior citizens - those 65 years old and over - is particularly acute. Most are living on income that is more or less "fixed" - social security, pensions or public assistance - and thereby find that housing takes an ever-increasing share of their budgets. Senior citizens may also be faced with maintaining homes which are too large to meet their current needs, or which they cannot afford to repair and are unable to repair themselves. One advantage many senior citizens have is that they are more likely to own their homes free and clear, thus reducing their housing costs to include only insurance, property taxes, utilities and upkeep.

Table 3 presents senior citizen households for the unincorporated area and the Tulare County total. Data is shown for 1980.

Table 3

HOUSEHOLD POPULATION  
Total Population and Population 65 Years Old and Over  
By Household Type  
Tulare County Jurisdictions  
1980

Jurisdiction	Total	65+	In Families		In Nonfamily Households	
			Total	65+	Total	65+
Tulare County	240,987	23,258	219,959	18,027	21,028	7,231
Unincorporated	119,796	11,709	111,702	8,964	8,094	2,745

Source: 1980 Census, STF 1A

Table 4

1980 CENSUSPOPULATION COUNTS BY RACE AND SPANISH ORIGIN  
FOR  
TULARE COUNTY JURISDICTIONS

JURISDICTION	TOTAL	R A C E					PERSONS OF SPANISH ORIGIN *
		WHITE	BLACK	AMERICAN INDIAN, ESKIMO AND ALEUT	ASIAN AND PACIFIC ISLANDER	OTHER	
Tulare County	245,738	180,080	3,548	2,558	5,066	54,486	73,298
Tulare County Unincorporated **	121,440	86,185	1,324	1,459	3,398	29,074	38,515
CENSUS DESIGNATED PLACE:							
Cutler	3,149	840	2	6	54	2,247	2,801
Earlimart	4,578	973	120	22	630	2,833	3,325
East Porterville	5,218	3,696	25	137	56	1,304	1,733
Goshen	1,809	812	43	16	0	938	1,089
Ivanhoe	2,684	2,067	1	21	33	562	782
London	1,257	751	19	15	1	471	686
Orosi	4,076	1,675	0	10	554	1,837	2,485
Pixley	2,488	1,645	208	16	46	573	695
Poplar-Cotton Center	1,295	686	0	12	259	338	400
Richgrove	1,398	261	1	1	170	965	1,156
Strathmore	1,955	1,436	5	25	42	447	506
Terra Bella	1,807	789	0	7	133	878	1,026
Tipton	1,185	898	13	9	2	263	318
Woodville	1,507	817	14	10	1	665	808

\* NOTE: The five columns of race sum to total population. Spanish origin is an ethnic group, not a race; therefore, persons of Spanish origin are included as a portion of one or more of the five races shown.

\*\* By subtraction of data for the eight incorporated cities from the data for the total County.

Prepared by Tulare County Building and Planning Department, April 21, 1981. Revised March 1983.



Handicapped Households. A household comprised of one or more members who are physically handicapped is due special consideration among the several groups that constitute the housing problem. Handicapped persons may have housing needs in common with others: they may be living in substandard or overcrowded housing units; they may be included among senior citizens or minorities. But the handicapped also have unique housing needs not shared by others. They may need, but not be able to afford, special facilities, apparatus, or access routes necessary for them to function on their own instead of being cared for by governmental agencies.

In looking for a housing unit that can accommodate special facilities, handicapped individuals will usually be disappointed. Most units will have doors that are too narrow for a wheelchair, will lack structural bracing for handrails, or be so designed as to preclude the installation of access ramps. The handicapped individuals will discover electrical switches and outlets are inconveniently located, showers that are too small, and counters that are too high for handicapped persons. They may also discover that the conversion of the conventionally designed housing unit to one that can accommodate the needs of the handicapped person is beyond their financial capabilities.

Data concerning the number of handicapped persons is limited, but the 1980 census did produce information regarding work and public transportation disabilities. That information is contained in Table 5 for the unincorporated area.

Table 5

TULARE COUNTY UNINCORPORATED AREA  
1980

DISABILITY

WORK DISABILITY

With Work Disability:	2,970
In Labor Force	
Not in Labor Force:	
Prevented from Working	4,774
Not Prevented	581
No Work Disability	65,029

PUBLIC TRANSPORTATION DISABILITY

16-64:	
With a Public Trans Disability	1,928
No Public Trans Disability	71,426
65+:	
With a Public Trans Disability	2,028
No Public Trans Disability	9,533

Source: 1980 Census, STF 3A

Displaced Households. Households that are forced to move because public activities have preempted their housing are placed in circumstances that, although not basically different from any other household which is forced by other circumstances to go "house hunting," are unique because they were forced, through actions taken by local government, to look for other accommodations. If these displaced households are very low to moderate income households, they will probably experience great difficulty in locating suitable, affordable housing to replace that from which they were displaced. Fair prices from government for the property of displaced homeowners are no guarantee that they will be able to purchase suitable, affordable housing elsewhere. Renters who are displaced by public activities may not be able to find suitable, affordable housing either. Examples of governmental activities that can result in displacement of households include redevelopment projects, street widening or construction of new streets, code enforcement programs and flood control projects.

Overcrowded Households. Another special need for affordable housing is that of households living in overcrowded conditions. As long as the number of persons in a household does not exceed the number of rooms in the housing unit, no problem exists. An overcrowded household is defined by the Bureau of the Census as 1.01 or more persons per room. Some housing units are overcrowded because the families occupying them are large (five or more persons). Other housing units may shelter smaller-sized families, but may be overcrowded due to a minimum number of rooms. Certain rooms should not be counted in the determination of whether or not a housing unit is overcrowded. These include bathrooms, foyers, utility rooms, unfinished attics or basements, etc. Still another reason that a unit may be overcrowded is that it is sheltering more than one family. No statistics are available to indicate the extent of this type of problem.

Overcrowding has a direct relationship to whether or not a housing unit is suitable. A housing unit may be suitable in all other respects, but for the overcrowded household occupying it, the unit cannot be considered suitable.

Most of Tulare County's occupied housing units have fewer than one person per room. The 1980 census shows slightly less than 10 percent of households countywide living in overcrowded conditions (defined as 1.01 or more persons per room). Although this is relatively smaller than the 13 percent exhibited by the 1970 census, because of the larger total number of households in 1980, the number of overcrowded households is close to 600 more countywide. This gain, unfortunately, occurs entirely among highly overcrowded households - those with 1.51 or more persons per room - increasing as a percentage of total households from 4.2 percent in 1970 to 4.8 percent in 1980.

Table 6 below contains information from the 1980 census regarding overcrowded households in the unincorporated area.

Table 6

TULARE COUNTY UNINCORPORATED AREA  
Persons Per Room  
1980

	Total Households	Renter Households
1.00 or less	32,871	10,256
1.01 to 1.50	2,661	1,402
1.51 or more	2,037	1,264
Total Overcrowded	4,698	

Source: 1980 Census, STF 1A

According to the 1980 census, 4,698 households were considered overcrowded in the unincorporated area. These comprised 12.5% of all households and a 27.6% increase over the 1970 census, when there were 3,679 overcrowded households, representing 12.0% of all households.

Large Families. Data from the 1980 Census on the number of large families is not available as of this writing. A large family household is one which consists of five or more family members.

Large families often experience special problems with regard to housing. Because of family size and a small supply of large homes for rent, these families are the most likely to live in overcrowded conditions. They also are overrepresented in the lower income categories. In addition, families with large numbers of children are likely to experience discrimination when attempting to rent a house or apartment.

Female Heads of Household. Table 7 below contains information regarding the number of households with female heads, according to the 1980 census. These households are more likely to fall within the lower income groups and to experience discrimination in obtaining rental housing. Discrimination on the basis of sex in securing mortgages has largely been eliminated due to enactment of legislation to prohibit this practice.

Table 7

HOUSEHOLDS  
By Type and by Sex of Householder  
Tulare County and Unincorporated Area  
1980

Jurisdiction	HOUSEHOLDS												
	Total	FAMILIES					NON-FAMILIES						
		Total	Married Couple	Other Family		Total	One Person			2+ Persons			
				Total	Male, no wife		Female, no husband	Total	Male	Female	Total	Male	Female
Tulare County	80,646	63,350	52,862	10,488	2,403	8,085	17,296	14,799	5,721	9,078	2,497	1,723	774
Unincorporated	37,569	31,118	26,672	4,446	1,254	3,192	6,451	5,477	2,533	2,944	977	723	254

Source: STF 1A, 1980 Census

Prepared by Tulare County Building and Planning Department, July 1982.



Farmworkers. The State Department of Employment Development (EDD) annually estimates the total agricultural employment in 42 of the State's counties. Tulare County is one of the 42, reflecting in part the historical predominance of agriculture as an industry in the county.

EDD estimates there were approximately 31,410 workers employed in agriculture in the county in 1982. This number includes farmers and members of their families who were unpaid; regular and seasonal hired domestic workers; and agricultural workers brought to California under contract from outside the United States. This last category of worker has contained no workers in Tulare County since 1964--three years before termination of the bracero program by then-Governor Ronald Reagan in 1967.

In Tulare County, the 1982 level of agricultural employment was about 13% higher than the 1975 level, but only about 3% higher than the 1970 level. It was approximately 99% of that in the previous year, when total agricultural employment was at its peak in the county.

Farmers and Unpaid Family. The number of farmers and unpaid family workers in 1982 was estimated by EDD to be 5,950. This was 33% lower than the number in this category in 1950--the year of highest employment of farmers and unpaid family.

Regular and Seasonal Hired Domestic Workers. The total number of workers in the county in this category in 1982 was estimated at 25,460, roughly the same as the peak year 1981.

Background on Farmworker Housing Needs. For purposes of this report, farmworkers are defined as regular and seasonal hired domestic workers. Complete data on the specific housing needs of farmworkers is not available from the 1980 Census, and the surveys done by EDD do not cover all farmworkers. In 1976, farmworker families were estimated to have an average annual income of less than \$6,000 statewide. As is the case of most low-income households, the housing needs of farmworkers far exceed governments' ability to provide assistance. The Farmers Home Administration (FmHA) is the most important provider of permanent housing for farmworkers, but FmHA assistance suffers from its own income qualifying standards and a shortage of staff and funds. Other providers of farmworker housing are the State Department of Housing and Community Development and the Office of Migrant Services of EDD (which operates migrant centers throughout the State).

Because farmworkers are of low-income, their employment status is frequently tenuous, and they may be in this county illegally, they are often unable to compete for housing on the open market. In addition, because most share a culture and language that is different from the communities in which they work, they are often discriminated against in the housing market.

Even among the broader farmworker population, there are different groups--each with its own housing problems. Regular or year-round farmworkers are defined by EDD as those working 150 or more days for the same employer. Regular farmworkers comprise about 26% of the county's farmworker population. Their incomes are generally higher than seasonal workers (who work less than 150 days annually for the same employer), although most are unable to obtain affordable ownership or standard rental housing.

Seasonal and migrant seasonal workers represent about three quarters of the county's farmworker population. Seasonal workers are generally local residents who depend heavily on finding employment in the agricultural industry to support their families. Migrant seasonal workers are those who travel more than 50 miles across county lines to obtain agricultural employment. The housing needs of the latter category are most severe because of constant travel. These workers often take what they can get in terms of housing, which often includes living in substandard, overcrowded conditions.

A 1975 study by Self-Help Enterprises found that statewide trends and projections indicated a stabilization of the agricultural work force, a forecast that has proven to be accurate. Another of the study's conclusions was a projection that seasonal farmworker employment would gradually decline as a result of the increased demand for year-round workers. This conclusion runs contrary to what has happened in Tulare County (and certain other agricultural counties). In 1964--the first year in which EDD reported seasonal workers separately from other domestic farmworkers--seasonal workers comprised about 66% of the domestic farmworker labor force. By 1970, this percentage had grown to 69%, and by 1982 to 74%. Seasonal workers in 1982 numbered 18,770, the highest amount since EDD began reporting seasonal farmworker employment.

#### Employment.

Employment information supplied by the California Employment Development Department is available only for Tulare County as a whole. Tulare County has one of the highest rates of unemployment in the nation, due in large part to the seasonal nature of agricultural employment. The most recent figures available (issued January 1984) reveal a national unemployment rate of 8% and a rate of 14% for Tulare County.

Agriculture continues to be the dominant industry in Tulare County with 44 million-dollar crops produced in 1982. Agricultural employment accounts for an estimated 32.4% of all wage and salary employment. Government is the second largest employer with 16.2% of the total. Retail (14.3%) and services (12.3%) rank third and fourth respectively. Major growth is anticipated to occur in the fields of agri-business and the services industries.

As mentioned previously, the County and cities have recently undertaken a major effort to promote Tulare County as a location for new and expanded industry. Targeted industries include recreation and tourism, computer products and software, electronics, apparel, insurance, agricultural equipment, food processing, transportation and commercial retail establishments. However, the historical balance between housing and jobs in the region is not expected to be disrupted by this effort.

Tables 8 and 9 which follow provide more detailed information on employment in Tulare County.

Table 8  
CIVILIAN LABOR FORCE  
AND  
EMPLOYMENT BY INDUSTRY  
Tulare County  
1978-1981  
With Estimates for 1982 and 1983  
GOVERNMENT EMPLOYMENT  
Tulare County  
1981 Percentages

	1978	1979	1980	1981	1982	1983
Civilian Labor Force	110,400	114,600	116,650	121,950	127,150	131,900
Employed	101,200	106,200	107,300	110,950	115,350	119,400
Unemployed	9,150	8,400	9,350	11,000	11,800	12,500
Unemployment Rate	8.3	7.3	8.0	9.0	9.3	9.5
Wage and Salary Employment	86,700	91,600	94,200	97,150	99,400	101,750
Agricultural Employment	26,000	26,900	29,400	31,000	32,000	33,000
Agricultural Production	15,650	16,100	16,950	17,100	17,300	17,500
Agricultural Services	10,350	10,800	12,450	13,900	14,700	15,500
Nonagricultural Employment	60,700	64,700	64,800	66,150	67,400	68,750
Mining	0	0	0	0	0	0
Construction	3,450	3,800	3,200	2,950	2,800	2,700
Manufacturing	10,500	12,050	11,400	11,250	11,300	11,500
Nondurable	4,950	5,550	5,650	5,550	5,650	5,750
Durable	5,550	6,500	5,750	5,700	5,650	5,750
Transportation and Public Utilities	3,350	3,700	3,700	3,850	3,900	3,950
Wholesale Trade	3,850	3,850	4,050	4,350	4,500	4,600
Retail Trade	12,300	13,300	12,900	13,600	14,100	14,600
Finance, Insurance, and Real Estate	2,000	2,150	2,150	2,250	2,300	2,350
Services	8,650	9,900	11,050	11,600	12,100	12,550
Government	16,600	15,950	16,350	16,300	16,400	16,500

GOVERNMENT EMPLOYMENT  
1981 Percentages

		Schools	44.0%
		County	14.5%
Local	77.3%	Cities	7.2%
State	17.2%	Special Districts	11.6%
Federal	5.5%	Total	77.3%
Total	100.0%		

Source: Employment Development Department, State of California.  
Prepared by Tulare County Building and Planning Department, October 1982.



Table 9  
EMPLOYMENT BY INDUSTRY AND OCCUPATION  
Tulare County Jurisdictions  
1980

Classification	Tulare County	Uninc. Area	Inc. Area
<u>INDUSTRY</u>			
Agriculture, forestry, fisheries, and mining	18,824	13,546	5,278
Construction	5,513	2,619	2,894
Manufacturing:			
Nondurable goods	6,280	2,692	3,588
Durable goods	6,486	2,750	3,736
Transportation	3,120	1,585	1,535
Communications and other public utilities	2,493	965	1,528
Wholesale trade	4,248	1,800	2,448
Retail trade	14,842	6,026	8,816
Finance, insurance, and real estate	3,708	1,252	2,456
Business and repair services	3,507	1,594	1,913
Personal, entertainment, and recreation services	3,034	1,225	1,809
Professional and related services:			
Health services	7,701	3,414	4,287
Educational services	8,367	3,511	4,856
Other professional and related services	3,595	1,214	2,381
Public administration	3,179	1,292	1,887
Total Employment by Industry	94,897	45,485	49,412
<u>OCCUPATION</u>			
Managerial and professional specialty occupations:			
Executive, administrative, and managerial	7,018	2,575	4,443
Professional specialty	8,576	3,146	5,430
Technical, sales, and administrative support			
Technicians and related support	1,683	662	1,021
Sales	9,086	3,502	5,584
Administrative support, including clerical	12,863	5,070	7,793
Service occupations:			
Private household	675	273	402
Protective service	1,198	572	626
Service, except protective and household	11,203	5,214	5,989
Farming, forestry, and fishing	15,935	11,727	4,208
Precision production, craft, and repair	10,831	4,944	5,887
Operators, Fabricators, and Laborers:			
Machine operators, assemblers, and inspectors	7,110	3,284	3,826
Transportation and material moving	4,793	2,564	2,229
Handlers, equipment cleaners, helpers, and laborers	3,926	1,952	1,974
Total Employment by Occupation	94,897	45,485	49,412

Source: STF 3A, 1980 Census

Prepared by Tulare County Building and Planning Department, May 1983.

## Income Levels.

The median household income for the Tulare County unincorporated area increased from \$6701 in the 1970 census to \$13,817 in the 1980 census, for a 106% increase. However, this represented only a 4.1% increase in constant dollars, discounted for inflation. The median income for the entire County increased from \$6,692 to \$14,153.

Tables 10 and 11 which follow present the dollar thresholds for the four income group categories specified by the Housing Element Guidelines and the number of households in each category for the unincorporated area, based upon 1980 census data.

Table 10

INCOME RANGES FOR INCOME GROUPS  
Tulare County Unincorporated Area  
1979

Households by Income Category	Percent of Median	Income Ranges
Above Moderate	120 or higher	\$16,985 or more
Moderate	80 - 120	\$11,323 - \$16,984
Low	50 - 79.99	\$ 7,078 - \$11,322
Very Low	0 - 49.99	\$ 0 - \$ 7,077

Prepared by Tulare County Building and Planning Department, 1984

Table 11

HOUSEHOLD INCOME GROUPS  
Tulare County Unincorporated Area  
1979

Income Group	No.	%
Above Moderate	15,201	40
Moderate	7,599	20
Low	7,219	19
Very Low	7,979	21
Total Households	37,998	100.00

Prepared by Tulare County Building and Planning Department, 1984  
Based upon Tulare County median income of \$14,153.

Tables 12, 13 and 14 which follow contain information regarding median household income for selected unincorporated communities, poverty status for Tulare County, the unincorporated area and the unincorporated communities.

Table 12  
 MEDIAN HOUSEHOLD INCOME  
 Census Designated Places (Unincorporated Communities)  
 In Tulare County  
 1980\*

Census Designated Place	
Cutler	10,890
Earlimart	9,727
East Porterville	10,336
Goshen	11,849
Ivanhoe	12,043
London	9,036
Orosi	11,106
Pixley	12,500
Poplar-Cotton Center	9,375
Richgrove	12,115
Strathmore	11,867
Terra Bella	12,448
Tipton	10,583
Woodville	11,205

\* Households as of 4-1-80; income for calendar year 1979

Source: STF 3A, 1980 Census

Prepared by Tulare County Building and Planning  
 Department, 1983

Table 13

POPULATION BELOW POVERTY LEVEL  
Tulare County Jurisdictions  
1980

Jurisdiction	Sample Estimate of Total Population <sup>1</sup>	Sample Estimate of Population Below Poverty Level <sup>1</sup>	Population Below Poverty Level as a Percent of Sample Estimate of Total Population <sup>2</sup>
Tulare County	240,686	39,595	16.5
Unincorporated	120,067	21,522	17.9
Census Designated Places			
Cutler	3,149	799	25.4
Earlimart	4,423	1,641	37.1
East Porterville	5,163	1,318	25.5
Goshen	1,884	468	24.8
Ivanhoe	2,676	530	19.8
London	1,292	542	42.0
Orosi	4,076	922	22.6
Pixley	2,475	456	18.4
Poplar-Cotton Center	1,228	386	31.4
Richgrove	1,279	240	18.8
Strathmore	1,954	430	22.0
Terra Bella	1,838	359	19.5
Tipton	1,127	252	22.4
Woodville	1,552	345	22.2

1) Source: STF 3A, 1980 Census.

2) Source: Tulare County Building and Planning Department

NOTE: Poverty status determined for all persons except for inmates of institutions, members of the Armed Forces living in barracks, college students living in dormitories, and unrelated individuals under 15 years old.

Prepared by Tulare County Building and Planning Department, April 1983.



Table 14

FAMILIES BELOW POVERTY LEVEL  
Tulare County Jurisdictions  
1980

Jurisdictions	100% Count of Total Families <sup>1</sup>	Sample Estimate of Total Families <sup>2</sup>	Sample Estimate of Families Below Poverty Level <sup>2</sup>	Families Below Poverty Level as a Percent of Sample Estimate of Total Families <sup>3</sup>	Estimated Number of Families Below Poverty Level <sup>4</sup>
Tulare County	63,350	64,175	8,442	13.2	8,333
Unincorporated	31,118	31,814	4,525	14.2	4,432
Census Designated Places					
Cutler	679	709	153	21.6	147
Earlimart	986	980	296	30.2	298
East Porterville	1,299	1,352	263	19.5	253
Goshen	401	418	89	21.3	85
Ivanhoe	714	741	96	13.0	93
London	273	248	88	35.5	97
Orosi	976	977	188	19.2	188
Pixley	636	671	96	14.3	91
Poplar-Cotton Center	314	315	95	30.2	95
Richgrove	280	293	48	16.4	46
Strathmore	522	547	85	15.5	81
Terra Bella	399	421	71	16.9	67
Tipton	303	282	53	18.8	57
Woodville	335	327	65	19.9	67

1) Source: STF 1A, 1980 Census.

2) Source: STF 3A, 1980 Census.

3) Source: Tulare County Building and Planning Department

4) Source: Tulare County Building and Planning Department; based on the percentages shown, applied to the 100% counts of total families, except for the unincorporated area.

Prepared by Tulare County Building and Planning Department, April 1983.

### Comparison of Housing Costs and Income.

In 1980, the countywide median percentage of income spent on housing costs by specified owners of noncondominium housing was 15 percent. The countywide median percentage of income spent on housing costs by renters was much higher - 27 percent. Close to 75 percent of specified owners were spending less than 25 percent of their income for housing, while only 45 percent of the renters were spending less than 25 percent of their income for housing countywide.

The 1977 Housing Element Guidelines define "market-rate households" as those households who have the financial capability to meet their housing needs without sacrificing other essential needs. Accordingly, those households who do not have that financial capability are defined as "nonmarket-rate households." For purposes of this Housing Element, lower income households (earning 80% of median income or less) which spend more than 25 percent of their gross income on housing are classified as nonmarket-rate households. Those which spend 25 percent or less of their gross income on housing, as well as all moderate and above-moderate income households, are classified as market-rate households.

The 1980 census reported data for percent of household income spent on housing costs by income level. This basic data was used to estimate the number of lower-income households in the market-rate and nonmarket-rate categories, and to project those figures through 1990, as shown in Tables 15 and 16 which follow.

Housing costs depend upon many variables, including the type, size, value, and location of the housing unit, the intended tenure of the unit (whether it is to be occupied by owners or renters), and the inclusion or exclusion of one or more utilities, services, property taxes and insurance and maintenance. The inclusion or exclusion of certain costs in the following tables conforms to the 1980 census. Homeowner costs include monthly mortgage payments, annual real estate taxes, annual fire and hazard insurance premiums, and average monthly utility and fuel costs, but do not include repairs and maintenance expenses. Renter costs are based upon gross rent, which includes the monthly dollar rent paid and monthly utility costs.

Table 15

#### MARKET-RATE AND NONMARKET-RATE LOWER INCOME HOUSEHOLDS\* 1980-1990 Tulare County Unincorporated Area

	1980		1983		1990		Net Change 1980-1990	
	No.	%	No.	%	No.	%	No.	%
Market-Rate Households	6,965	45.83	7,104	46.12	8,107	46.12	+1,142	+16.40
Nonmarket-Rate Households	8,233	54.17	8,298	53.88	9,470	53.88	+1,237	+15.02
Total Lower-Income Households	15,198	100.00	15,402	100.00	17,577	100.00	+2,379	+15.65

\* < 80% of median income

Prepared by Tulare County Building and Planning Department, 1984.

Table 16  
MARKET-RATE AND NONMARKET-RATE  
LOWER INCOME HOUSEHOLDS  
BY TENURE  
TULARE COUNTY UNINCORPORATED AREA

1980

Income Group	Tenure	Total Households	Market-Rate	Percent	Nonmarket-Rate	Percent
Low	Owner	3547	2247	63.36	1300	36.64
	Renter	3672	1690	46.03	1982	53.97
Very Low	Owner	3599	1768	49.12	1831	50.88
	Renter	4380	1304	29.78	3076	70.22

1983

Income Group	Tenure	Total Households	Market-Rate	Percent	Nonmarket-Rate	Percent
Low	Owner	3594	2277	63.36	1317	36.64
	Renter	3722	1713	46.03	2009	53.97
Very Low	Owner	3648	1792	49.12	1856	50.88
	Renter	4438	1322	29.78	3116	70.22

1990

Income Group	Tenure	Total Households	Market-Rate	Percent	Nonmarket-Rate	Percent
Low	Owner	4102	2599	63.36	1503	36.64
	Renter	4247	1955	46.03	2292	53.97
Very Low	Owner	4163	2045	49.12	2118	50.88
	Renter	5065	1508	29.78	3557	70.22

The tables show that a majority of the lower income households in the Tulare County unincorporated area would be classified as nonmarket-rate, based upon paying more than 25 percent of their gross income for sound housing. However, to pay even as much as 25 percent of their income for housing, let alone more than 25 percent, means that these lower-income households must forego other essentials. Many of these households have never lived in a sound housing unit. To find affordable shelter of any condition is a major task, and, of course, very few find it - unless they have inherited it, or unless they are receiving financial assistance from friends, relatives, or through some form of public assistance.

So lower-income households, in fulfilling the first priority of shelter, a roof over their heads, have few options, unlike the several options available to higher-income households. They may: 1) forego other essentials to live in a nonaffordable unit (paying more than 25 percent of their income for it); or 2) live in a less costly unit that is not in sound condition; or 3) obtain financial assistance from family and/or Federal, State, or local assistance programs.



This general rule of not spending more than 25 percent of gross household income for housing is not applicable to every household; the financial obligations and varied lifestyles of households are more applicable than strict observance of general rules. One example may suffice: a household expending more than 25 percent of its income for housing as either an investment, a hedge against inflation, or both. But, because it would be impossible to ascertain the number of households which either are, or are not, paying more than they can afford for housing, the data in this Housing Element on market-rate and nonmarket-rate households reflects this general rule of affordability.

Many households purchased housing when costs were not as high as they are at this time. These households are now able to remain in those housing units or use the money invested in a previous housing unit as a down payment on a new home, thereby reducing their monthly housing cost. Some homeowners have paid off their mortgages and own their homes free and clear. However, for those who are presently trying to purchase their first home, the down payment and monthly housing costs can be overwhelming. Rents which rise faster than wages can have similar results, and the requirement for first and last months' rent and security deposit for most standard rental units can place them beyond the reach of most lower-income households.

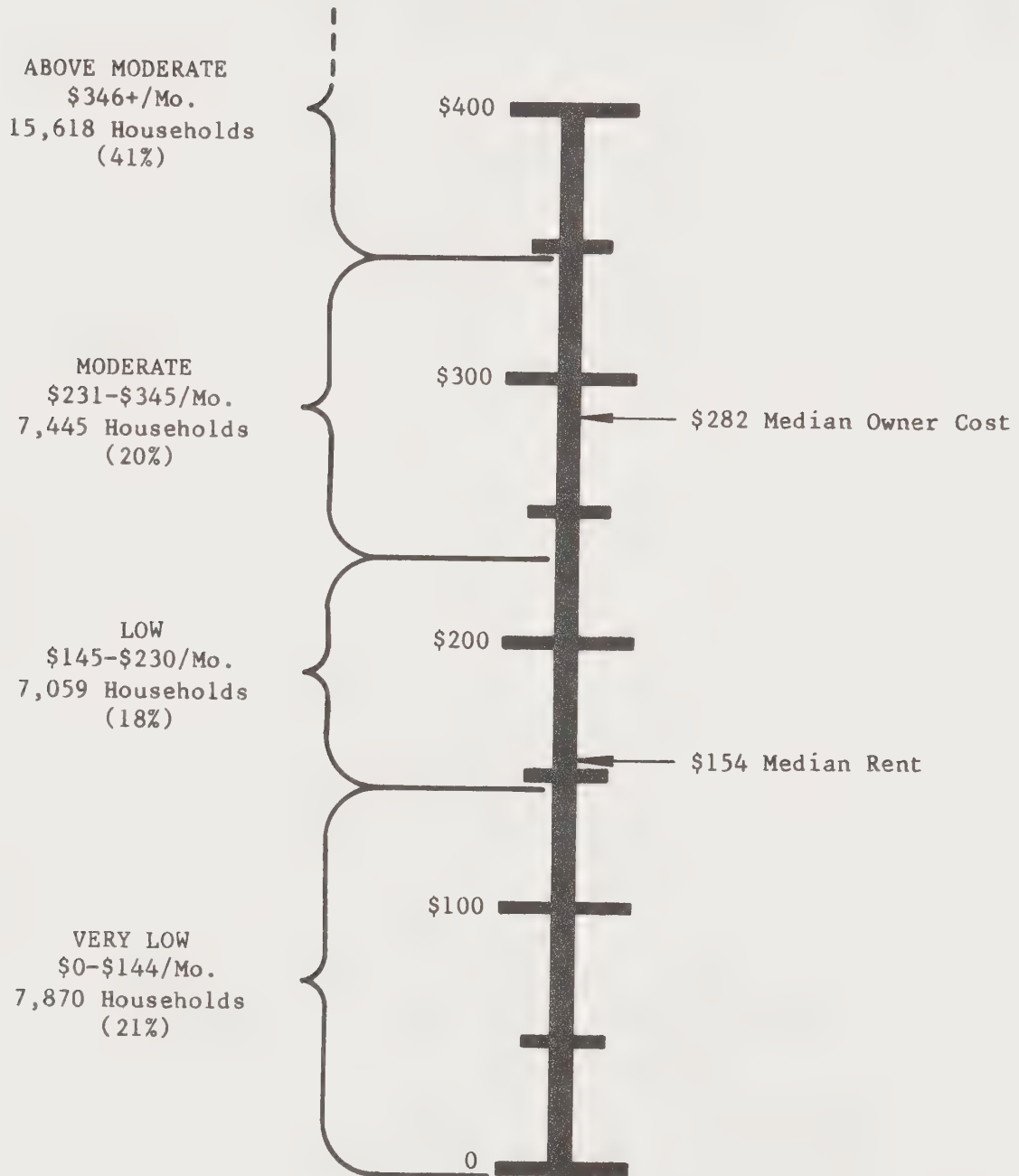
Another way of comparing housing costs to income is to compare for-sale and for-rent housing costs to the income levels of the households residing in the community. Information on household income levels and the median income for the Tulare County unincorporated area was presented on pages 23 and 24.

The chart which follows presents, in graphic form, a comparison of median monthly owner and renter costs with the range of affordable rents or house payments for each income group. It can be seen from the chart that the median rent is above the affordability range for the very low income group, which comprises 21% of the households, but within the affordability range of the remaining income groups. The median monthly owner cost falls in the middle of the affordability range for moderate income households, and excludes the low and very low income groups. However, it must be kept in mind that the median is the midpoint; that is, half of all rental and owner costs fall above the median, and half fall below. Thus the lower income groups are not completely excluded from affordable housing.

The census figures for median rental and owner costs do not, however, measure the suitability of the housing unit (i.e. housing condition, overcrowding, etc.) nor the cost of purchasing a dwelling unit in today's market. Housing costs and housing condition are discussed in greater detail in the sections which follow.



COMPARISON OF MONTHLY HOUSING COSTS,  
INCOME LEVELS AND AFFORDABILITY RANGES  
1980  
TULARE COUNTY UNINCORPORATED AREA



Source: 1980 Census STF 3A

Prepared by Tulare County Building and Planning Department, 1984.

## Housing Characteristics

This section contains general information on housing characteristics in the Tulare County unincorporated area, including housing types, housing condition, vacancy rates, and housing costs.

### Number and type of units.

The housing inventory of the unincorporated area has exhibited an 18% increase between the 1970 and 1980 censuses, for a total of 40,781 year-round housing units in 1980. In January 1983 the housing stock of the unincorporated area totaled an estimated 43,217 units, reflecting an increase of 2,436 units or 6% relative to the 1980 count.

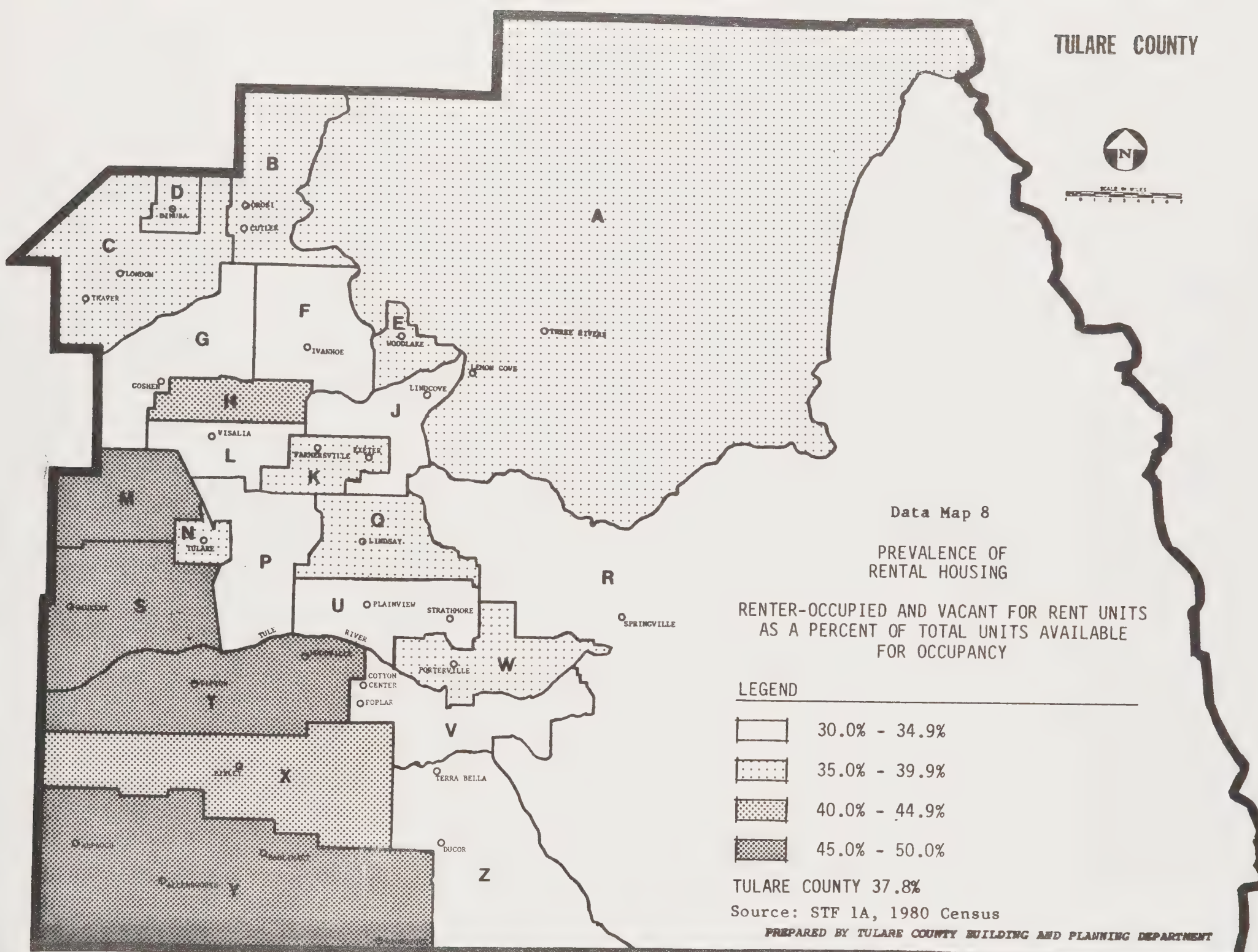
Almost 94% of all housing in Tulare County is located on the valley floor; slightly more than six percent is located in the foothills and mountain regions of the County. With the exception of the foothill/mountain area of the County, in which, for every 10 people there are 7 housing units - two of which are seasonal vacant units - the geographical concentrations of housing reflects the distribution of population, wherein for every 36 people there are 10 housing units. Nearly two of every five (38.4%) housing units are located in the area encompassing Goshen, Visalia, Ivanhoe, Farmersville, Exeter, and Woodlake. Another 20 percent are located in the area encompassing Waukena, Tulare, Plainview, Lindsay, and Strathmore - as far south as the Tule River. The Porterville area contains over 16 percent of total County units, while to the north, the area around Dinuba, Cutler-Orosi, London, and Traver account for more than 10 percent of housing units.

During the three decades from 1950 to 1980, renters declined from 42.5 percent of all households to 36.6 percent. The largest relative decline took place during the 1950's. The following decade exhibited no decline; there was actually a miniscule increase in renters as a percent of total households. The decline continued during the 1970's, indicative of a continuing desire for homeownership and, until 1978, a national economy conducive to the financing of homeownership. From 1978 to date, the housing market has been victimized by a tight money supply and fluctuating interest rates, and many kinds of "creative financing" schemes have been put forth to entice potential buyers - with varied success. If the economy remains uncertain, the 1990 census will probably reflect, at best, a continuation of the existing proportion of owners and renters, rather than a decline in the proportion of renters.

The ratio of owner-occupied and renter-occupied housing units does not vary appreciably throughout the County. The highest percentage of owner-occupied units, 68%, occurs in the foothill/mountain area. The highest percentage of renter-occupied units, 42%, is found in the southwest areas of the County, south of the Tule River. The remainder of the County exhibits a homeownership rate of approximately 64% - the same as the rate for the nation. The map which follows shows the prevalence of rental housing throughout the County, by census tract for 1980.

Three-fourths of all year-round housing units in Tulare County are single-family homes. An additional 7 percent of housing units are mobilehomes, although mobilehomes have comprised nearly 50 percent of new housing units in recent years, presumably due to their lower cost. Owner-occupied housing is even more predominately comprised of single-family homes. The 1980 census shows more than 87 percent of homeowner units are single-family homes and almost 8 percent are mobilehomes. Only 4 percent of homeowner units are in structures with two or more units.

# TULARE COUNTY



Data Map 8

## PREVALENCE OF RENTAL HOUSING

RENTER-OCCUPIED AND VACANT FOR RENT UNITS  
AS A PERCENT OF TOTAL UNITS AVAILABLE  
FOR OCCUPANCY

### LEGEND

	30.0% - 34.9%
	35.0% - 39.9%
	40.0% - 44.9%
	45.0% - 50.0%

TULARE COUNTY 37.8%

Source: STF 1A, 1980 Census

PREPARED BY TULARE COUNTY BUILDING AND PLANNING DEPARTMENT



While many people think of rental housing as units within multiple-unit structures, this perception is misleading in Tulare County, where 54 percent of renters live in single-family detached housing units and another 4 percent live in mobilehomes.

Table 17 below presents 1980 census information on housing by type and tenure for the unincorporated area.

Table 17  
HOUSING UNITS  
By Type and By Tenure  
Tulare County Unincorporated Area  
1980

Housing Type	HOUSING UNITS						
	Total	Vacant Seasonal and Migratory	Year-Round Units				
			Total	Vacant	Occupied Units		
					Total	Owner	Renter
Single-Family: Detached	33,434	1,602	31,832	2,175	29,657	20,929	8,728
Attached	604	12	592	27	565	191	374
Duplex	602	5	597	94	503	167	336
3 or 4 Units in Structure	1,161	25	1,136	164	972	318	654
5 or More Units in Structure	3,208	273	2,935	322	2,613	709	1,904
Mobilehomes, Trailers, and Miscellaneous	3,742	63	3,679	451	3,228	2,320	908
Total Units	42,751	1,980	40,771	3,233	37,538	24,634	12,904

Note: These data are from STF 3A, 1980 Census, and are based on sample counts, inflated (through various weighting factors) to a supposed 100%; therefore, these data may not agree with 100% counts, as provided by STF 1A, which are as follows:

Total housing units: 42,788  
 Vacant seasonal & migratory units: 2,007  
 Total year-round units: 40,781  
 Total year-round vacant units: 3,209  
 Total occupied units: 37,572  
 Total owner-occupied units: 24,634  
 Total renter-occupied units: 12,938

Prepared by Tulare County Building and Planning Department, December 1982



Table 18 which follows presents the household population and persons per household by housing type for the unincorporated area in 1980.

Table 18

HOUSEHOLD POPULATION AND PERSONS PER HOUSEHOLD  
By Tenure and by Type of Housing Unit  
UNINCORPORATED AREA  
1980

Housing Unit Type	Persons in Total Occupied Units	Persons Per Total Household	Persons in Owner- Occupied Units	Persons Per Owner Household	Persons in Renter- Occupied Units	Persons Per Renter Household
Single-Family, Detached	95,428	3.218	66,312	3.168	29,116	3.336
Single-Family, Attached	1,962	3.473	587	3.073	1,375	3.676
Duplex	1,597	3.175	542	3.246	1,055	3.140
3 or 4 Units in Structure	3,448	3.547	1,248	3.925	2,200	3.364
5 or More Units in Structure	8,514	3.258	2,589	3.652	5,925	3.112
Mobilehomes, Trailers, Etc.	8,485	2.629	5,885	2.537	2,600	2.863
Totals	119,434	3.182	77,163	3.132	42,271	3.276

Note: These data are from STF 3A, 1980 Census, and are based on sample counts, inflated (through various weighting factors) to a supposed 100%; therefore, the data for totals may not agree with the 100% counts provided by STF 1A, which are as follows:

Totals

Persons in Total Occupied Units: 119,796  
Persons per household: 3.188

Persons in Owner-Occupied Units: 77,093  
Persons per household: 3.130

Persons in Renter-Occupied Units: 42,703  
Persons per household: 3.301

Prepared by Tulare County Building and Planning Department, 1983.

Continuous-Care Facilities. Of those nursing facilities that care for twenty or more persons, only one is presently within the unincorporated area (Porterville Urban Area). As these senior citizens grow older, some will no longer be able to care for themselves. With the demise of the extended family - children, parents, and grandparents as members of a single household - the care that the older senior citizens require is not readily available from the younger generations. Thus, with an increasing senior citizen population, the need for nursing homes, convalescent homes, and similar continuous-care facilities becomes more pronounced. Just how pronounced the need is, or will be, in the Tulare County unincorporated area is unknown, because data is unavailable.

Farmworker Housing. In 1980, the Building and Planning Department conducted a survey of 58 employers of farmworkers to try to quantify the housing needs of migrant seasonal farmworkers. The results of the questionnaires returned, representing a 54% sample, are displayed in Table 19 below.

Table 19

STATUS OF WORKERS	Actual Questionnaire Results	100% Sample	EDD Estimate	% of Workers Employed
	Column 1	Column 2	Column 3	Column 4
Workers employed	1,726	5,668*	1,519**	100.00
Workers housed in labor camps	616	2,023	524	35.69
Workers housed in available housing units in nearby communities	430	1,412	378	24.91
Workers with unknown housing status	680	2,233	599	39.40

\* Based partly upon information from Division of Codes and Standards

\*\* According to Report 881-X, Employment Development Department (EDD), 15,190 seasonal farmworkers were employed in 1979 in Tulare County, of which 10% are migrant.

Prepared by Tulare County Building and Planning Department, July 1980.

Based upon information from Division of Codes and Standards, the sample results, magnified to 100%, are shown in Column 2 of Table 19. The 100% totals, in relation to an estimate of total migrant farmworkers attributed to Employment Development Department, together with some unexpected answers from the questionnaires, creates a strong suspicion that those completing the questionnaires did not differentiate between seasonal and migrant seasonal farmworkers. According to the Employment Development Department (EDD), the definitions of seasonal versus migrant are as follows:

Seasonal: Those workers who are employed less than 150 consecutive days by the same employer.

Migrant: A seasonal worker who does not reside close enough to the work site to enable a return home each night.

The total number of migrant, seasonal farmworkers attributed to EDD is obtained by taking 10 percent of total seasonal farmworkers. The percentage used is attributed to EDD; however, this is unconfirmed. According to Report 881-X, Employment Development Department, 15,190 seasonal farmworkers were employed in 1979 in Tulare County. If 10 percent of these were migrants, total migrant farmworkers would be 1,519.

Applying the percentages obtained from analysis of the returned questionnaires to 1,519 total migrant farmworkers gives the results shown in Column 3 of the preceding table.

The question of whether or not additional housing facilities are needed for migrant farmworkers revolves, in part, around the "housing status unknown" category. According to data received, it is unknown whether they do or do not need housing.

Besides revolving around the category of "housing status unknown," the question of whether or not additional housing facilities are needed may be influenced by the following information:

1. The seasonal farmworkers estimated by EDD do not include undocumented workers.
2. Some operators of closed farm labor camps still hire migrant farmworkers; whether all operators of closed camps do so is unknown. If these camps could be reopened, any need for housing would thereby be reduced.

After utilizing data and information from the questionnaires, the Division of Codes and Standards, and the Employment Development Department, the results are inconclusive. If additional housing is needed by migrant seasonal farmworkers, the type of housing needed will probably prove to be dormitories. Over 98 percent of the migrant farmworkers housed by their employers are housed in dormitories.

A survey of employers of farmworkers completed by the Building and Planning Department in February, 1984 reports the population residing in employee housing and farm labor camps as of January 1, 1984. It must be kept in mind that winter is not the peak season for employment of farmworkers; these numbers may increase significantly during the harvest season. The results of this survey are shown in Table 20 below.

Table 20

GROUP QUARTERS POPULATION IN  
EMPLOYEE HOUSING OR FARM LABOR CAMPS  
Tulare County  
January 1, 1984

Barracks-Type Housing	875
Family Housing Units	757
Public Farm Labor Camps	<u>1,930</u>
TOTAL	3,562

Table 21 below contains the projected number of additional year-round housing units which will be needed for regular farmworkers by 1990, for the unincorporated area and the eight cities. This distribution was contained in the 1983 Regional Housing Needs Determination prepared by the Tulare County Association of Governments (TCAG).

Table 21  
ESTIMATED DISTRIBUTION OF FARMWORKER HOUSING NEED  
TULARE COUNTY AND CITIES  
1980-1990

Jurisdiction Incorporated Area	Employed in Farming, Forestry and Fishing	Fraction of County Total	Estimated Farmworker Households		Additional Farmworker Housing Need in 1990
			1982	1990	
Dinuba	677	.036			
		Regular	161	172	11
		Seasonal	450	515	
Exeter	221	.012			
		Regular	54	57	3
		Seasonal	150	172	
Farmersville	287	.015			
		Regular	67	72	5
		Seasonal	188	215	
Lindsay	832	.044			
		Regular	196	211	15
		Seasonal	551	629	
Porterville	792	.042			
		Regular	187	201	14
		Seasonal	526	601	
Tulare	789	.042			
		Regular	187	201	14
		Seasonal	526	601	
Visalia	1,103	.059			
		Regular	263	283	20
		Seasonal	738	844	
Woodlake	577	.030			
		Regular	134	144	10
		Seasonal	375	429	
Unincorporated Area	13,540	.720			
		Regular	3,211	3,449	238
		Seasonal	9,009	10,296	
Total County	18,824				
		Regular	4,460	4,790	330
		Seasonal	12,513	14,300	

Source: Regional Housing Needs Determination, TCAG, 1983.



### Vacancy Rate.

The vacancy rate is the proportion of sound vacant-available housing units to the sound total occupied and vacant-available units. Vacant-available units are either vacant for rent or vacant for sale. A desirable vacancy rate is one that balances the social and economic interests of a community, and can be based only on sound units. If the vacancy rate is too high, the owner of the rental unit may be forced to reduce rental rates to attract tenants, with the result that rental income is insufficient to cover maintenance, thereby adversely affecting the condition of the unit. If vacancy rates are too low, the price of housing is artificially and unnecessarily inflated, and housing choice diminishes.

The Regional Housing Needs Determination prepared by TCAG has identified a regional vacancy goal of 4.5% for all housing. According to the 1983 Department of Finance estimate, the vacancy rate for the Tulare County unincorporated area was 10.9 percent in 1983, compared to a vacancy rate of 12.6 percent as measured by the 1980 census. Vacancy rates for the unincorporated communities for which 1980 census data is available are shown below in Table 22.

### Projected Housing Market Requirements.

It is projected that 6,631 new housing units will be needed in the unincorporated area over the period 1980-1990, as outlined in Tables 23 and 24 which follow. These projections were prepared by TCAG as part of the Regional Housing Needs Determination, and are based upon the following factors:

- (1) Market demand for housing
- (2) Employment opportunities
- (3) Availability of suitable sites and public facilities
- (4) Commuting patterns
- (5) Type and tenure of housing
- (6) Housing needs of farmworkers
- (7) Need to avoid further impactation of localities with relatively high proportions of lower income households.

Table 22  
HOUSING UNITS AND VACANCY RATES FOR UNINCORPORATED COMMUNITIES  
1980

Community	Total Occupied	For Sale	For Rent	Total For Sale & Rent	Total Available	Total Vacancy Rate (%)
Cutler	770	0	19	19	789	2.408
Earlimart	1,172	7	37	44	1,216	3.618
East Porterville	1,645	5	82	87	1,732	5.023
Goshen	459	6	4	10	469	2.132
Ivanhoe	869	3	7	10	879	1.138
London	329	0	12	12	341	3.519
Orosi	1,118	7	10	17	1,135	1.498
Pixley	759	5	29	34	793	4.288
Poplar-Cotton Center	389	8	25	33	422	7.820
Richgrove	333	2	3	5	338	1.479
Strathmore	656	11	39	50	706	7.082
Terra Bella	487	7	13	20	507	3.945
Tipton	372	5	9	14	386	3.627
Woodville	400	1	3	4	404	0.990

Source: 1980 Census STF 1A

Table 23  
EXISTING AND PROJECTED HOUSING NEED  
TULARE COUNTY AND CITIES  
1980-1990

<u>Jurisdiction</u>	<u>1980 Existing Housing Stock</u>	<u>1980 Existing Need*</u>	<u>1990 Projected Need* for Additional Housing Units</u>
Incorporated Area			
Dinuba	3,361	18	583
Exeter	2,132	18	372
Farmersville	1,749	7	342
Lindsay	2,515	12	313
Porterville	7,178	25	3,704
Tulare	8,183	32	2,661
Visalia	19,478	98	9,041
Woodlake	1,316	29	349
Unincorporated Area**	40,781	173	6,631
Total County	86,693	412	23,996

\* "Need" means net addition to available stock. Projected need includes the existing need.

\*\* Existing need is calculated for the unincorporated area as if it were an incorporated city. Projected need is calculated as a county remainder, that is, the over-all county need less the sum of the needs of incorporated areas.

Source: Regional Housing Needs Determination, TCAG, 1983.

Table 24

DISTRIBUTION OF HOUSING NEED BY TYPE  
TULARE COUNTY AND CITIES  
1980-1990

<u>Jurisdiction</u>	<u>Single Family Dwellings</u>	<u>Multiple Family Dwellings</u>	<u>Mobilehomes and Manufactured Housing</u>
Incorporated Area			
Dinuba	449	106	28
Exeter	291	59	22
Farmersville	269	58	15
Lindsay	232	60	21
Porterville	2,654	807	243
Tulare	2,087	431	143
Visalia	6,727	1,777	537
Woodlake	278	54	17
Unincorporated Area	5,177	929	525
Total County	18,164	4,281	1,551

Source: Regional Housing Needs Determination, TCAG, 1983.

Estimates are provided in Table 25, which follows, for new units within selected unincorporated communities (those for which census data is available). These estimates are based upon past growth trends (1970-80), as well as the existing and projected availability of community facilities. It must be kept in mind that, due to the small size of these communities, it is extremely difficult to make accurate forecasts; rather, these figures should be regarded as general guidelines for future development.



Table 25

DISTRIBUTION OF HOUSING NEED  
SELECTED UNINCORPORATED COMMUNITIES  
1980-1990

<u>Jurisdiction</u>	<u>1980 Existing Housing Stock</u>	<u>1990 Projected Need for Additional Housing Units</u>
Cutler-Orosi	1,888	450
Earlimart	1,172	400
East Porterville	1,645	450
Goshen	459	85
Ivanhoe	869	125
London	329	100
Pixley	759	250
Poplar-Cotton Center	389	0
Richgrove	333	150
Springville	454	100
Strathmore	656	65
Terra Bella	487	60
Three Rivers	717	250
Tipton	372	100
Woodville	400	150
Unincorporated Remainder	29,852	3,896

Table 26 which follows contains the projected need for additional housing by income category for 1990, as contained in the Regional Housing Needs Determination prepared by TCAG.

Table 26

PROJECTED HOUSING NEED BY INCOME CATEGORY  
TULARE COUNTY AND CITIES  
1990

<u>Jurisdiction</u>	<u>Very Low</u> <u>(50% of</u> <u>Median)</u>	<u>Low</u> <u>(51-80%</u> <u>of median)</u>	<u>Moderate</u> <u>(81-120%</u> <u>of Median)</u>	<u>Above</u> <u>Moderate</u> <u>(over 120%</u> <u>of median)</u>
Incorporated Area				
Dinuba	128 (22%)	105 (18%)	111 (19%)	239 (41%)
Exeter	86 (23%)	67 (18%)	71 (19%)	148 (40%)
Farmersville	86 (25%)	72 (21%)	68 (20%)	116 (34%)
Lindsay	91 (29%)	61 (19%)	54 (17%)	107 (34%)
Porterville	852 (23%)	667 (18%)	667 (18%)	1,518 (41%)
Tulare	612 (23%)	479 (18%)	506 (19%)	1,064 (40%)
Visalia	1,808 (20%)	1,537 (17%)	1,899 (21%)	3,797 (42%)
Woodlake	101 (29%)	63 (18%)	70 (20%)	115 (34%)
Unincorporated Area	1,459 (22%)	1,194 (18%)	1,260 (19%)	2,718 (41%)
Total County	5,204	4,243	4,715	9,834

Source: Regional Housing Needs Determination, TCAG, 1983.

\* Median income for the Tulare County region in 1979 was \$14,153.

Because AB 2853 requires each council of governments to determine regional housing needs, what is implied by a determination of household need by income category is movement toward the distribution of households by income category within the region. This movement-toward-the-regional-distribution presumption is in effect a goal to promote greater housing opportunities throughout the county. For the purposes of the Regional Housing Needs Determination, the existing city percentages were averaged with the existing county and regional percentages to determine the percentage to be applied to the projected housing need to promote a more equitable distribution of housing opportunities within the county.

## Housing Condition.

The 1970's were a decade of growth and improvement in Tulare County's housing. The total housing stock increased 43 percent, homeownership increased, the housing stock once again grew "younger", the number of homes with air conditioning more than doubled, and the stock of housing lacking plumbing was substantially reduced. By most standards, the decade was a good one for housing in Tulare County.

Following the 1950 census, at which time the median age of the County's housing stock was 15 years, housing grew "older" during the next twenty years. By 1960, the median had risen to 18 years; by 1970, to 20 years. The average age of the housing stock is dependent on several variables, including the amounts of new construction, demolition, and fire losses, as well as the number of relocations of housing units to and from the County, in relation to the existing housing stock. The decades of the fifties and sixties were apparently not as kind to the County as was the most recent decade - the seventies - because the 1980 census indicates the housing stock of the County to have a median age of 17 years.

The percentage of housing units lacking complete plumbing facilities, which declined considerably during the 1960's - from 13.3 percent in 1960 to 2.0 percent in 1970 - continued to decline, registering 1.4 percent in 1980. The number of year-round housing units lacking complete plumbing facilities in 1980 was 1,176. The percentage of year-round units lacking one complete bathroom also declined, from 4.0% in 1970 to 2.2% in 1980, with a numerical decline of about 500 to stand at 1,949 such housing units in 1980. More than 90 percent of occupied housing units had one or more telephones available in 1980, whereas in 1970, less than 84 percent were so equipped.

Definition of terms. A sound housing unit is in relatively good condition; if there are any defects, they are few and of minor consequence. Substandard housing is divided into two classifications: deteriorated and dilapidated. A new house, through lack of maintenance, can become deteriorated in only a few years.

A deteriorated housing unit exhibits either more serious defects or a plethora of minor defects; however, it could reasonably be considered possible to rehabilitate. The deterioration of homes may be aggravated by inadequate original construction, which is why the enforcement of adequate, progressive building codes is so important. If the housing unit is owner-occupied by a nonmarket-rate household, finances are probably not available to perform needed maintenance. Over a period of time, the housing unit gradually becomes more deteriorated until it passes beyond the point at which it would be economically feasible to rehabilitate. The moment this point is passed, the unit is considered to be dilapidated.

A dilapidated housing unit exhibits either two or more separate extensive structural defects or such combinations of slight structural defects and minor defects that repair would be economically infeasible. A dilapidated housing unit is structurally unsafe and possibly dangerous. Some owners of rental units, who are financially able to either maintain or rehabilitate their units, are not otherwise motivated to do so. If a high vacancy rate were to exist in the area, some owners of rental units might not be able to afford to maintain or rehabilitate their units, though they might wish to do so.



Housing Condition Survey Results. The Tulare County Association of Governments (TCAG) conducted housing condition surveys of Porterville, Tulare, and Visalia Urban Areas during the summer of 1976 and the Dinuba, Exeter, Farmersville, Lindsay, and Woodlake Urban Areas during the summer of 1977. The established urban area boundaries contain urban areas consisting of both incorporated and unincorporated areas. Housing condition data were compiled for each of these areas, as well as for each total urban area. TCAG published four documents to display these data.

The "1980 Housing Condition Survey of Unincorporated Communities" represents the fifth document on housing condition in Tulare County. Because of the three- and four-year time lag between the surveys of the city urban areas and that of the unincorporated communities, certain comparisons between these jurisdictions cannot be made. This fact, however, detracts only slightly from the analyses of housing conditions.

A portion of the analyses involves the results of the housing condition survey of Tulare County jurisdictions conducted by the Tulare County Planning Department in 1970. However, it is noted that comparisons of later housing condition survey data to the 1970 data is not totally justified because it is felt that the 1970 criteria were more stringent, thereby indicating a more severe housing picture. Although the earlier 1970 survey was conducted in a manner that differs from those conducted in 1976, 1977, and 1980, for purposes of identifying trends in housing conditions, the use of the earlier survey is justified.

The "1980 Housing Condition Survey" presents the details of the housing conditions of thirty unincorporated communities. Twenty-nine of these communities were included in the 1970 housing condition survey. The basic data concerning numbers and percentages of sound, deteriorated and dilapidated housing units are shown on Tables 27 through 31 which follow.

Of the communities surveyed, Three Rivers has the largest percentage (93.5%) of sound housing units (sound units as a percentage of total units within the community), while Yettem has the lowest percentage of sound units (21.1%). Deteriorated housing units, as a percentage of total units, is similarly ranked - from highest to lowest percentage - but with reverse results. Delft Colony ranks first, with 49.6 percent of its housing units in a state of deterioration; whereas Three Rivers is ranked thirtieth, with 6.2 percent of its housing units showing signs of deterioration. Seville has the highest percentage (47.1%) of dilapidated housing units, while Three Rivers has the lowest percentage (0.3%).

The overall trend in housing condition in the communities during the past ten years (1970-1980) is one of a relative increase in sound housing units. In 1970, sound housing accounted for approximately one-third (32%) of total housing units; in 1980, sound housing accounted for 59 percent of total units. Conversely, the trend for deteriorated and dilapidated housing is one of a relative decrease. Deteriorated units have declined from 38 percent to 27 percent; dilapidated units have declined from 30 percent to 13 percent.



Table 27

1980 HOUSING CONDITION  
UNINCORPORATED COMMUNITIES  
TULARE COUNTY

Community	SOUND		DETERIORATED		DILAPIDATED		TOTAL
	No.	%	No.	%	No.	%	
Alpaugh	85	45.7	66	35.5	35	18.8	186
Cutler-Orosi	1,385	69.6	412	20.7	193	9.7	1,990
Delft Colony	27	23.5	57	49.6	31	27.0	115
Ducor	77	56.6	30	22.1	29	21.3	136
Earlimart	585	50.6	395	34.1	177	15.3	1,157
East Orosi	51	58.6	24	27.6	12	13.8	87
Elderwood	50	54.3	32	34.8	10	10.9	92
Goshen	388	72.5	115	21.5	32	6.0	535
Ivanhoe	572	61.4	283	30.4	77	8.3	932
Lemon Cove	53	48.6	38	34.9	18	16.5	109
Lindcove	27	30.3	34	38.2	28	31.5	89
London	197	54.1	120	33.0	47	12.9	364
Patterson Tract	199	51.8	137	35.7	48	12.5	384
Pixley	458	62.8	215	29.5	56	7.7	729
Plainview	98	43.2	79	34.8	50	22.0	227
Poplar-Cotton Center	187	44.5	149	35.5	84	20.0	420
Richgrove	137	40.4	132	38.9	70	20.6	339
Seville	25	24.5	29	28.4	48	47.1	102
Springville	310	70.8	111	25.3	17	3.9	438
Strathmore	373	53.8	200	28.9	120	17.3	693
Sultana	95	49.5	70	36.5	27	14.1	192
Terra Bella	250	50.8	132	26.8	110	22.4	492
Teviston	62	35.0	55	31.1	60	33.9	177
Three Rivers	629	93.5	42	6.2	2	0.3	673
Tipton	327	73.6	79	17.8	38	8.6	444
Tract 92	42	36.5	53	46.1	20	17.4	115
Tract 213	91	63.2	44	30.6	9	6.3	144
Traver	97	53.9	43	23.9	40	22.2	180
Woodville	205	54.7	82	21.9	88	23.5	375
Yettem	20	21.1	31	32.6	44	46.3	95
TOTAL	7,102	59.1	3,289	27.4	1,620	13.5	12,011

Prepared by: Tulare County Building and Planning Department, September 1980.

Table 28  
1980 HOUSING CONDITION  
RANKING OF UNINCORPORATED COMMUNITIES  
BY PERCENT SOUND

Community	Percent Sound	Number of Sound Units
1. Three Rivers	93.5	629
2. Tipton	73.6	327
3. Goshen	72.5	388
4. Springville	70.8	310
5. Cutler-Orosi	69.6	1,385
6. Tract 213	63.2	91
7. Pixley	62.8	458
8. Ivanhoe	61.4	572
9. East Orosi	58.6	51
10. Ducor	56.6	77
11. Woodville	54.7	205
12. Elderwood	54.3	50
13. London	54.1	197
14. Traver	53.9	97
15. Strathmore	53.8	373
16. Patterson Tract	51.8	199
17. Terra Bella	50.8	250
18. Earlimart	50.6	585
19. Sultana	49.5	95
20. Lemon Cove	48.6	53
21. Alpaugh	45.7	85
22. Poplar-Cotton Center	44.5	187
23. Plainview	43.2	98
24. Richgrove	40.4	137
25. Tract 92	36.5	42
26. Teviston	35.0	62
27. Lindcove	30.3	27
28. Seville	24.5	25
29. Delft Colony	23.5	27
30. Yettem	21.1	20

Prepared by Tulare County Building and Planning Department, September 1980.

Table 29

1980 HOUSING CONDITION  
RANKING OF UNINCORPORATED COMMUNITIES  
BY PERCENT DETERIORATED

Community	Percent Deteriorated	Number of Deteriorated Units
1. Delft Colony	49.6	57
2. Tract 92	46.1	53
3. Richgrove	38.9	132
4. Lindcove	38.2	34
5. Sultana	36.5	70
6. Patterson Tract	35.7	137
7. Alpaugh	35.5	66
7. Poplar-Cotton Center	35.5	149
8. Lemon Cove	34.9	38
9. Elderwood	34.8	32
9. Plainview	34.8	79
10. Earlimart	34.1	395
11. London	33.0	120
12. Yettem	32.6	31
13. Teviston	31.1	55
14. Tract 213	30.6	44
15. Ivanhoe	30.4	283
16. Pixley	29.5	215
17. Strathmore	28.9	200
18. Seville	28.4	29
19. East Orosi	27.6	24
20. Terra Bella	26.8	132
21. Springville	25.3	111
22. Traver	23.9	43
23. Ducor	22.1	30
24. Woodville	21.9	82
25. Goshen	21.5	115
26. Cutler-Orosi	20.7	412
27. Tipton	17.8	79
28. Three Rivers	6.2	42

Prepared by Tulare County Building and Planning Department, September 1980.

Table 30

1980 HOUSING CONDITION  
RANKING OF UNINCORPORATED COMMUNITIES  
BY PERCENT DILAPIDATED

Community	Percent Dilapidated	Number of Dilapidated Units
1. Seville	47.1	48
2. Yettem	46.3	44
3. Teviston	33.9	60
4. Lindcove	31.5	28
5. Delft Colony	27.0	31
6. Woodville	23.5	88
7. Terra Bella	22.4	110
8. Traver	22.2	40
9. Plainview	22.0	50
10. Ducor	21.3	29
11. Richgrove	20.6	70
12. Poplar-Cotton Center	20.0	84
13. Alpaugh	18.8	35
14. Tract 92	17.4	20
15. Strathmore	17.3	120
16. Lemon Cove	16.5	18
17. Earlimart	15.3	177
18. Sultana	14.1	27
19. East Orosi	13.8	12
20. London	12.9	47
21. Patterson Tract	12.5	48
22. Elderwood	10.9	10
23. Cutler-Orosi	9.7	193
24. Tipton	8.6	38
25. Ivanhoe	8.3	77
26. Pixley	7.7	56
27. Tract 213	6.3	9
28. Goshen	6.0	32
29. Springville	3.9	17
30. Three Rivers	0.3	2

Prepared by Tulare County Building and Planning Department, September 1980.



Table 31  
CHANGES IN SOUND HOUSING UNITS  
1970-1980  
UNINCORPORATED COMMUNITIES  
Tulare County

COMMUNITY	% Increase (+) or Decrease (-) in Total Housing Units 1970-1980	% Increase (+) or Decrease (-) in Sound Housing Units 1970-1980
Alpaugh	- 22.2	+ 21.4
Cutler-Orosi	+ 69.7	+272.3
Delft Colony	- 10.2	+ 3.8
Ducor	+ 72.2	+220.8
Earlimart	+ 18.3	+ 56.0
East Orosi	+190.0	+363.6
Elderwood	N.A.	N.A.
Goshen	+ 42.3	+173.2
Ivanhoe	+ 42.1	+439.6
Lemon Cove	- 15.5	- 37.6
Lindcove	+102.3	+ 80.0
London	+ 71.7	+369.0
Patterson Tract	+ 76.1	+804.5
Pixley	+ 31.6	+141.1
Plainview	- 9.9	+ 19.5
Poplar-Cotton Center	- 16.3	+ 61.2
Richgrove	+ 6.6	+ 42.7
Seville	+ 8.5	+2400.0
Springville	+ 33.1	+252.3
Strathmore	+ 18.9	+ 87.4
Sultana	+163.0	+458.8
Terra Bella	+ 15.8	+ 43.7
Teviston	+ 216.1	N.C.
Three Rivers	+ 26.0	+ 56.9
Tipton	+ 53.1	+192.0
Tract 92	+ 27.8	N.C.
Tract 213	+ 56.5	+ 26.4
Traver	+ 55.2	+870.0
Woodville	+ 30.2	+365.9
Yettem	- 10.4	+100.0
TOTAL	+ 34.0	+144.7

N.A. - 1970 data not available.

N.C. - "Zero" in 1970, therefore percentage change not calculable.

Prepared by: Tulare County Building and Planning Department, September 1980.

Certain general conclusions can be drawn from analyses of housing conditions within the cities and unincorporated communities of Tulare County. These conclusions are as follows:

1. The overall trend in the cities and in the unincorporated communities has been one of relative improvement in housing quality since 1970. Each of the eight cities has growth improvement. Of the thirty unincorporated communities, improvement in housing quality has been demonstrated by twenty-four communities, while a decline in housing quality is evident in the three communities of Lemon Cove, Lindcove, and Tract 213. Three additional communities - Elderwood, Teviston, and Tract 92 - may have improved in housing quality, but the data necessary to verify either improvement or decline is unavailable.
2. Housing quality within the cities in 1976/1977 and, presumably, 1980 is significantly better than that of the unincorporated communities in 1980.
3. The acquisition of new, sound housing by a community - through either construction or relocation - only slightly impacts the percentages of sound, deteriorated, and dilapidated housing; however, the effect of new construction (or relocated units) does not alter the absolute number of deteriorated or dilapidated units which need to be rehabilitated or demolished.
4. Over one-half (59.1%) of the total housing units within the thirty unincorporated communities is in sound condition.
5. Within the thirty unincorporated communities, 3,289 housing units (27.4% of total units) are deteriorated and 1,620 are dilapidated (13.5% of total units).

With regard to the housing in the unincorporated urban areas around the incorporated cities, data from the respective housing condition surveys are contained in Tables 32 through 39 which follow. Until another housing condition survey of the cities' urban areas can be undertaken, the current number of housing units within these areas is unknown, as the 1980 census did not recognize Urban Area Boundary lines. The actual number of housing units is probably smaller today than in 1976 or 1977, due to annexations by the cities and County policies which encourage subdivisions in the incorporated area as opposed to the unincorporated area. The percentages of sound, deteriorating and dilapidated housing units can probably still be used as reliable guidelines for housing condition, as it has been demonstrated that those figures do not change rapidly.

Table 32

DINUBA  
UNINCORPORATED URBAN AREA  
1977  
HOUSING CONDITION BY PERCENTAGE OF TYPE

Types	Sound		Deteriorated		Dilapidated	
	Number	%	Number	%	Number	%
Single-Family	285	96.9	22	100.0	2	66.7
Multi-Family	0	0.0	0	0.0	0	0.0
Mobilehomes	9	3.1	0	0.0	1	33.3
All Types	294	100.0	22	100.0	3	100.0

Table 33

EXETER  
UNINCORPORATED URBAN AREA  
1977  
HOUSING CONDITION BY PERCENTAGE OF TYPE

Types	Sound		Deteriorated		Dilapidated	
	Number	%	Number	%	Number	%
Single-Family	79	69.9	6	100.0	3	100.0
Multi-Family	2	1.8	0	0.0	0	0.0
Mobilehomes	32	28.3	0	0.0	0	0.0
All Types	113	100.0	6	100.0	3	100.0

Table 34

FARMERSVILLE  
UNINCORPORATED URBAN AREA  
1977  
HOUSING CONDITION BY PERCENTAGE OF TYPE

Types	Sound		Deteriorated		Dilapidated	
	Number	%	Number	%	Number	%
Single-Family	154	51.3	43	100.0	4	100.0
Multi-Family	135	45.0	0	0.0	0	0.0
Mobilehomes	11	3.7	0	0.0	0	0.0
All Types	300	100.0	43	100.0	4	100.0

Table 35

LINDSAY  
UNINCORPORATED URBAN AREA  
1977  
HOUSING CONDITION BY PERCENTAGE OF TYPE

Types	Sound		Deteriorated		Dilapidated	
	Number	%	Number	%	Number	%
Single-Family	459	91.6	23	100.0	8	88.9
Multi-Family	20	4.0	0	0.0	0	0.0
Mobilehomes	22	4.4	0	0.0	1	11.1
All Types	501	100.0	23	100.0	9	100.0



Table 36

PORTERVILLE  
UNINCORPORATED URBAN AREA  
1976  
HOUSING CONDITION BY PERCENTAGE OF TYPE

Type	Excellent		Good		Fair		Poor		Deterio- rating		Condition Unknown	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Single-Family	82	88.2	1,336	97.6	1,934	94.8	1,143	95.8	258	94.9	1	0.2
Multi-Family	11	11.8	33	2.4	106	5.2	50	4.2	14	5.1	4	0.9
Mobile-homes											459*	98.9
All Types	93	100.0	1,369	100.0	2,040	100.0	1,193	100.0	272	100.0	464*	100.0

\* plus one (1) mobilehome park containing an unknown number of mobilehomes

Table 37

TULARE  
UNINCORPORATED URBAN AREA  
1976  
HOUSING CONDITION BY PERCENTAGE OF TYPE

Types	Sound		Deteriorating		Dilapidated	
	Number	%	Number	%	Number	%
Single-Family	1,814	95.5	136	94.4	8	100.0
Multi-Family	20	1.0	8	5.6	0	0.0
Mobilehomes	66	3.5	0	0.0	0	0.0
All Types	1,900	100.0	144	100.0	8	100.0

Table 38

VISALIA  
UNINCORPORATED URBAN AREA  
1976  
HOUSING CONDITION BY PERCENTAGE OF TYPE

Types	Sound		Deteriorating		Dilapidated	
	Number	%	Number	%	Number	%
Single-Family	2,973	90.7	117	96.7	18	100.0
Multi-Family	138	4.2	4	3.3	0	0.0
Mobilehomes	167	5.1	0	0.0	0	0.0
All Types	3,278	100.0	121	100.0	18	100.0

Table 39

WOODLAKE  
UNINCORPORATED URBAN AREA  
1977  
HOUSING CONDITION BY PERCENTAGE OF TYPE

Types	Sound		Deteriorated		Dilapidated	
	Number	%	Number	%	Number	%
Single-Family	57	78.1	20	100.0	6	100.0
Multi-Family	0	0.0	0	0.0	0	0.0
Mobilehomes	16	21.9	0	0.0	0	0.0
All Types	73	100.0	20	100.0	6	100.0

Percentage detail on Tables 32 through 39 may not sum to exactly 100.0 due to rounding.

Tables 32 through 39 prepared by: Tulare County Association of Governments

According to estimates made in 1979 by the Tulare County Building and Planning Department, approximately 27 percent of the total housing stock of the unincorporated area of Tulare County was deteriorated and 18 percent was dilapidated, as of January 1, 1978. Those percentages have been applied to the 1980 census count of housing units in Table 40 below to produce an estimate of housing conditions in the entire unincorporated area for 1980.

During the period 1970-1978, an annual average of 182 deteriorated units was rehabilitated and 25 deteriorated units were totally destroyed by fire in the unincorporated area of Tulare County. During the same time period, an average of 50 dilapidated units was demolished each year, and 9 were destroyed by fire. These averages were calculated into the estimates presented in Table 40.

Table 40

1980 HOUSING CONDITION  
UNINCORPORATED AREA

Owner	Sound Units	% of Total	Deteriorated Units	% of Total	Dilapidated Units	% of Total	TOTAL
Owner Occupied	13,056	55.71	6,562	55.71	4,198	55.70	23,816
Renter Occupied	7,642	32.61	3,842	32.62	2,458	32.61	13,942
Vacant Available*	549	2.34	276	2.34	176	2.33	1,001
Vacant Unavailable	2,189	9.34	1,098	9.33	705	9.36	3,992
TOTAL	23,436	100.00	11,778	100.00	7,537	100.00	42,751

Prepared by: Tulare County Building and Planning Department, 1984.

### Housing Prices.

The market value of an average owner-occupied single family detached home in the unincorporated area rose considerably during the period 1970-1980. The median value increased from \$12,780 to \$44,600, or almost 250%. Median rent has increased from \$59 to \$154, or 161%. During the same time period, median family income has increased from \$7,435 to \$15,368, or only 107%.

The graph which follows shows the distribution of housing unit values in the unincorporated area (excluding mobilehomes, multiple units on 10 or more acres and units with a commercial establishment or medical office on the property). The map which follows shows the 1980 distribution of median housing unit value countywide, by census tract.

Data for residential sales prices for the unincorporated area is difficult to obtain. Average sales price figures, which are computed by the local boards of realtors, do not distinguish between new and existing homes nor between the incorporated and unincorporated area within their jurisdictions. In 1983, the average sales price for the Visalia area (which includes Visalia, Exeter, Woodlake, Goshen and Three Rivers) was

\$69,725. The average sales price for the Tulare area was \$58,023, and \$51,906 for the Porterville area (down from \$53,456 in 1982). These figures are below the national average of \$83,100, and well below the California average of \$137,100\* and the California median of \$118,600.\*\*

Mortgage interest rates also affect the cost of housing, in terms of the affordability of monthly payments. Average effective mortgage rates on conventional loans fell approximately 2.25 percentage points from the previous year's levels. According to Security Pacific Bank's California Construction Trends:

Security Pacific expects little, if any, decline in mortgage rates through 1984. An expanding economy, huge federal deficits, and indications that the Federal Reserve Bank is not willing to reignite inflation for the sake of temporary interest rate relief, all argue for a continuance of current mortgage rate levels.\*\*\*

According to the same source, about half of all mortgage loans carried adjustable rate terms in October 1983, up from only 25 percent in July.

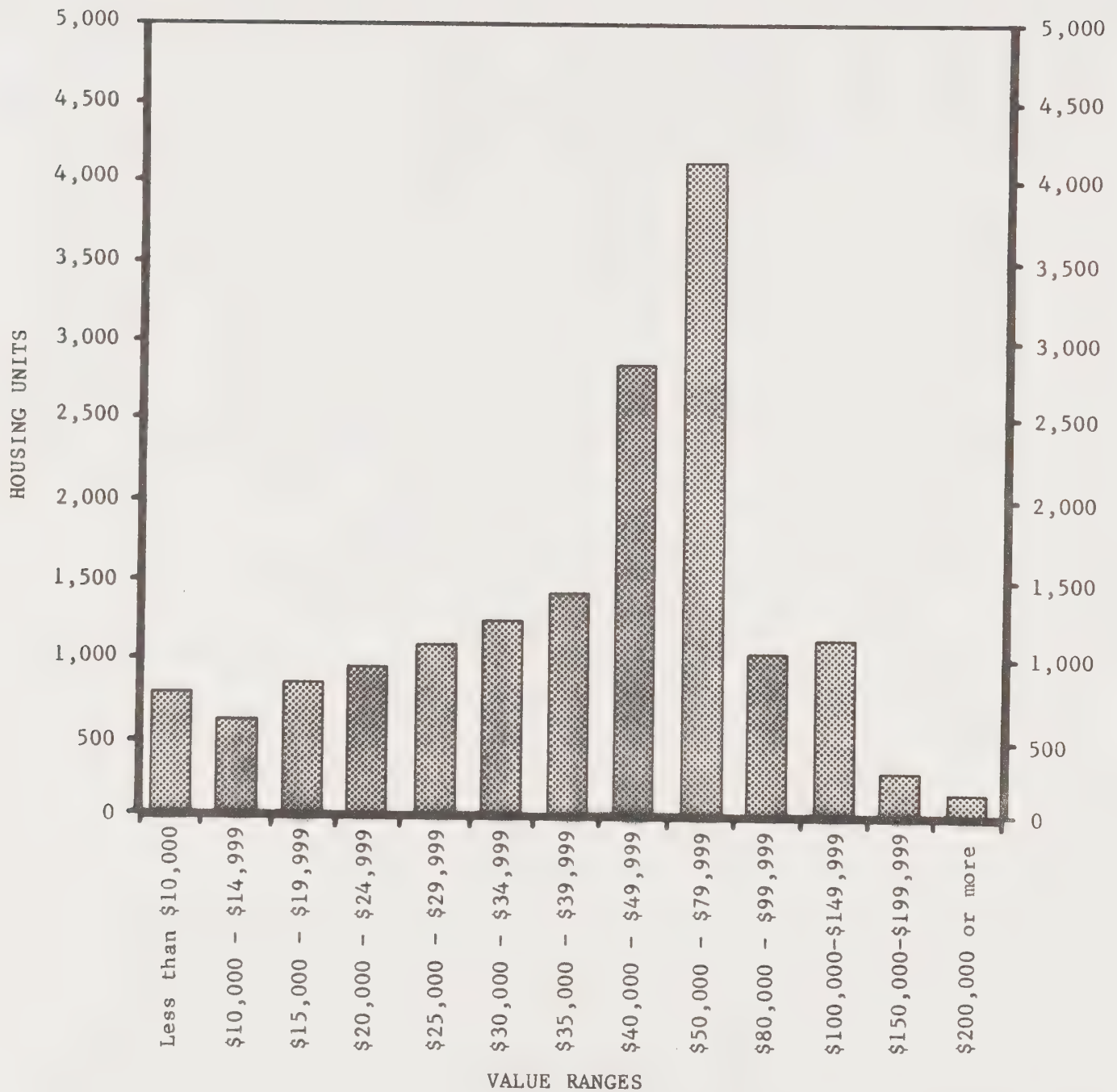
Utility costs (electricity, natural gas and propane) also contribute significantly to housing costs, and are discussed in the section entitled Energy Conservation.

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\* Source: California Construction Trends, Security Pacific Bank, October 1983.  
\*\* Source: Bank of America yearly real estate forecast, 1984.  
\*\*\* Source: California Construction Trends, op. cit.



HOUSING UNIT VALUE  
Tulare County Unincorporated Area  
1980



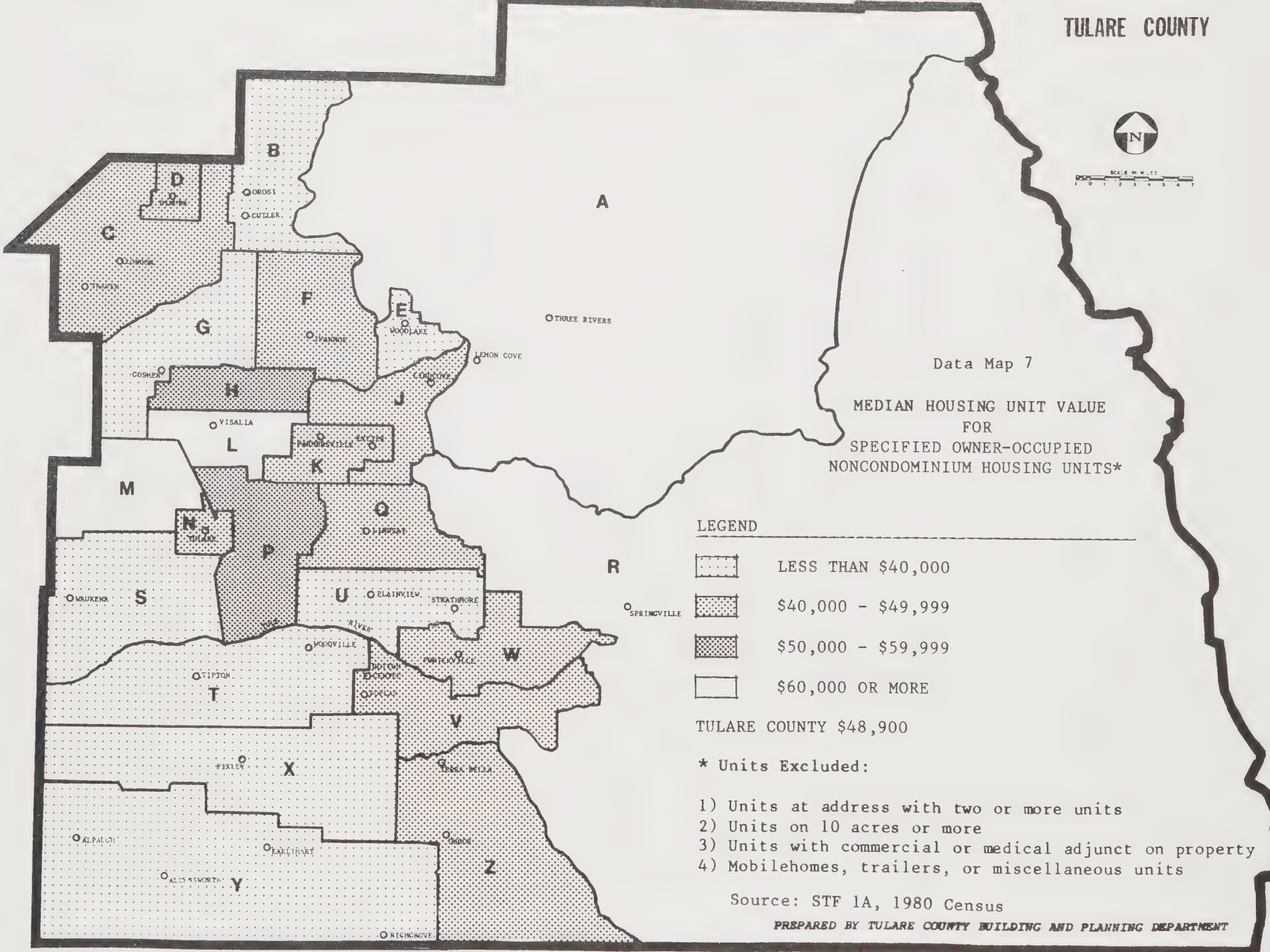
- 1) Excludes units at an address with two or more units, units on 10 or more acres, units with a commercial establishment or medical office on the property, and mobilehomes or trailers.

Source: STF 1A, 1980 Census

Prepared by Tulare County Building and Planning Department, Jan. 1984.



SCALE IN MILES  
0 1 2 3 4 5 6 7



Data Map 7

MEDIAN HOUSING UNIT VALUE  
FOR  
SPECIFIED OWNER-OCCUPIED  
NONCONDOMINIUM HOUSING UNITS\*

LEGEND

	LESS THAN \$40,000
	\$40,000 - \$49,999
	\$50,000 - \$59,999
	\$60,000 OR MORE

TULARE COUNTY \$48,900

\* Units Excluded:

- 1) Units at address with two or more units
- 2) Units on 10 acres or more
- 3) Units with commercial or medical adjunct on property
- 4) Mobilehomes, trailers, or miscellaneous units

Source: STF 1A, 1980 Census

PREPARED BY TULARE COUNTY BUILDING AND PLANNING DEPARTMENT



## CHAPTER III

### CONSTRAINTS TO THE PROVISION OF HOUSING

Many factors combine to constrain the production of an adequate amount of housing at an affordable price. Part of the reason for this situation has to do with the operation of the private market system, part has to do with government regulation of the private market system, and part has to do with actual physical limitations of land and the infrastructure and services which support housing development. What further complicates the issue is that governmental regulations are imposed at several different levels - city, county, regional, state, and federal - and a county government has no jurisdiction over those higher-level regulations.

Another problem is the failure to resolve many worthy yet conflicting goals with respect to housing. For example, building code standards which are designed to conserve energy (such as requirements for greater insulation and double-paned glass) result in higher construction costs, thus pricing some households out of the housing market. The imposition of any building standards at all is of fairly recent vintage and adds to the cost of housing, but that cost is generally assumed to be outweighed by the safety factor involved. Goals and policies which promote the conservation of agricultural land can have the result of making less land available for housing.

This section includes a discussion of both private market, governmental and physical constraints upon the production of housing, as well as current and past actions aimed at minimizing or removing those constraints.

#### Private Market Constraints

As with governmental controls, there are different levels of private market controls, many of which are at least partially independent of each other. One example of this phenomenon is the effect of lending policies and interest rates upon the production of housing. These policies, and the availability or scarcity of money to finance housing projects, are factors over which local builders and developers have little or no control. Projects which have already received the necessary permits and approvals may be delayed or dropped due to outside economic factors. The Federal Government is of course involved with the private sector in determining the interest rates and money availability, in line with prevailing economic conditions. Other examples of difficulties within the private market outside the realm of local housing producers includes shortages of materials, increases in the cost of materials, and labor interruptions.

#### Housing Development Costs.

The major components of the cost of new housing are as follows: land costs; site improvements (including utilities, roads, curb and gutter, and sidewalk); construction costs (including materials, labor and overhead); marketing costs; fees (including



permit approval, subdivision map approval, building permit, sewer and water hookup, title and escrow); financing costs (construction loan fees, carrying costs, mortgage points); and profit. Every one of these costs has been subject to fluctuations and increases during the last decade.

As mentioned previously, only very generalized data is available with regard to housing costs in the various unincorporated communities. To serve as a benchmark, three "composite" profiles of new housing unit costs are presented below. The first is a low-cost, 770 square foot demonstration starter house built by Self-Help Enterprises, Inc. in the City of Visalia. The second profile is a typical 3 bedroom, 1-3/4 bath, 1300 square foot single family dwelling. The third profile is a new single-wide mobile-home on an individual lot.

Self-Help Enterprises  
LOW COST STARTER HOUSE BUILT AS A PART OF A  
HUD/RURAL AMERICA DEMONSTRATION  
(This Visalia house was built by the contractor method.)

	<u>1982 Cost Data</u>	<u>Percent</u>
Land	\$13,995	34.5
Includes all improvements, fence, retaining wall, landscaping, curb, gutter, sidewalk and driveway		
Fees	6,905	17.0
Includes fire insurance, escrow fees, building permits, construction interest, mortgage points, HUD inspection fees		
House*	19,600	48.5
Material, labor and overhead for house, carport and extra parking slab		
Total Sales Price	\$40,500	100.0

\*Includes the following extra features:

Energy conservation measures -  
Wood stove with floor and fire wall protection  
Foundation insulation  
Double-glazed windows  
Ceiling insulation R-30

Other features -  
Range and Hood  
Birch cabinets  
Extra parking space required by City  
Steel in slab and foundation required by HUD

770 square foot house - \$19,600 = \$25.45 per square foot

TYPICAL 3-BEDROOM SINGLE-FAMILY OWNER UNIT\*

	<u>1978</u>	<u>Percent</u>	<u>1984</u>	<u>Percent</u>
Land Cost	\$10,000	21.5%	\$10,000	17.7%
Site Development	4,000	8.6	4,000	7.1
Construction	21,000	45.2	32,000	56.6
Marketing	500	1.1	1,000	1.8
Finance	4,000	8.6	4,000	7.1
Profit	7,000	15.0	5,500	9.7
Total	\$46,500	100.0%	\$56,500	100.0%

\* Based on a 1,300 sq. ft., 3 bedroom, 1-3/4 bath house

SINGLE-WIDE MOBILEHOME\*  
ON INDIVIDUAL LOT  
1984

Mobilehome	\$11,825
Improved Lot	16,750
Connection Fees (est.)	<u>1,800</u>
Total	\$30,375**

\* Based on a 12 foot by 52 foot unfurnished 2 bedroom unit.

\*\* Does not include loan, title and escrow fees

Information on the cost of purchasing vacant lots in the unincorporated communities is also sketchy. In the unincorporated communities located on the Valley floor, prices generally range from \$5,000 for unimproved lots (no sewer, water or curb and gutter) to \$13,500 for a newly developed, fully improved lot.

## Financing Costs.

Perhaps the biggest change in the housing industry over the last 5 years has occurred in the realm of housing finance. Great fluctuations have occurred in the availability of mortgage money and the interest rates and terms at which loans are made. While so-called "creative financing" is on the wane now that interest rates have stabilized somewhat (or the public has adjusted to higher rates), new types of mortgage instruments with adjustable and variable rates have become increasingly common.

A recent Rand Corporation report, entitled California's Housing: Adequacy, Availability and Affordability, concluded that large numbers of foreclosures will result as balloon payments come due on creatively-financed dwellings. However, the credibility of this report has been severely criticized on this and other grounds by representatives of government, the building industry and consumers.

Even the terms of conventional mortgages may prove insurmountable for low and moderate-income households. The up-front costs for a 10 or 20 percent down payment, plus mortgage points, loan fees and title and escrow fees can present a significant obstacle to home ownership.

## Governmental/Physical Constraints

### Land Use and Development Controls.

As mentioned previously, controls of this type are imposed at a variety of governmental levels: federal, state, regional, county and city. Generally speaking, two types of development control are legislated by the State: mandatory controls (such as the requirement that counties adopt a General Plan) and enabling legislation (such as the laws permitting local zoning controls), which allow counties to enact ordinances regulating certain activities. Some local governments choose to avail themselves of more legislative opportunities than others, depending upon local conditions and sentiment. This subsection contains a discussion of plans and ordinances unique to Tulare County, as well as State and federal controls with which the county is bound to comply.

General Plan. As required by State law, Tulare County has a General Plan consisting of nine mandated elements (Land Use, Circulation, Housing, Safety, Seismic Safety, Noise, Scenic Highways, Conservation and Open Space). In addition, Tulare County has adopted seven permissive elements: Urban Boundaries, Recreation, Water and Liquid Waste Management, Airport Master Plan, Public Buildings, Library Master Plan, and Flood Control Master Plan.

The Urban Boundaries Element, along with the Rural Valley Lands Plan and Foothill Growth Management Plan (which are part of the Land Use Element), were discussed in Chapter I, along with the Water and Liquid Waste Management Plan.

The adopted community plans designate areas suitable for residential and rural residential development. For the areas surrounding incorporated cities, the policies contained in the Urban Boundaries Element dictate that most residential development (other than rural residential) will actually occur upon annexation to the city.

The unincorporated communities which do not have adopted community plans (all communities except Goshen and Three Rivers) are designated in the 1964 Tulare County Area General Plan as Rural Service Centers. According to the Plan, rural service centers will be limited almost exclusively to functions of service to surrounding farm areas and highway travelers, in keeping with their historical and current functions.

Zoning Ordinance Requirements. The Tulare County Zoning Ordinance provides for several different single-family, multiple-family and mobilehome zoning classifications. Those classifications are categorized by allowable density as follows:

<u>Zone</u>	<u>Description</u>	<u>Maximum Allowable Density</u>
R-A	Rural Residential	6,000 sq. ft.
R-A-43	Rural Residential	1 acre
R-A-100	Rural Residential	2.5 acres
R-A-217	Rural Residential	5 acres
R-0	Single Family Estate	12,500 sq. ft.
R-1	Single Family Residential	6,000 sq. ft.
R-2	Two Family Residential	3,000 sq. ft. per unit
R-3	Multiple Family	600 sq. ft. per unit

In addition, single family dwellings, mobilehomes and farmworker housing (but not subdivisions) are permitted in all agricultural zones.

The chart above shows the maximum density permitted in the various residential zones. However, the availability of community water and sewer facilities is the controlling factor in determining the actual density which can be approved for a particular project. The chart below shows the minimum site area required, based upon the availability of those facilities.

With community water and sewer systems	Maximum density allowed by zoning
With community sewer system, individual well	8,000 sq. ft.
With community water system, septic tank	12,500 sq. ft.
With individual well and septic tank	1 acre

Thus it is evident that the availability of community sewer and water systems is critical to the provision of higher density zoning in the unincorporated area. As mentioned previously, general plan policies encourage most urban residential development in the unincorporated area around cities to occur upon annexation to the city, in conjunction with city sewer and water systems. Residential development in the foothills is dependent upon the holding capacity of the site with regard to water, waste disposal and other physical considerations.



The Tulare County Zoning Ordinance contains no minimum square footage requirements for residential structures. The following are standard provisions and requirements of the aforementioned residential zones:

Rural Residential (R-A)

Setbacks: 25 foot front yard (may vary)  
3 to 5 foot side yard  
25 foot rear yard (may vary)

Coverage: no limitation

Off-Street parking: one space

Height: maximum of 2-1/2 stories and 35 feet

Single Family (R-1)

Setbacks: 25 foot front yard (may vary)  
3 to 5 foot side yard  
25 foot rear yard (may vary)

Coverage: no limitation

Off-street parking: one space

Height: maximum of 2-1/2 stories and 35 feet

Multiple Family (R-2 and R-3)

Setbacks: 20 foot front yard (R-2); 15 foot (R-3) (may vary)  
3 to 5 foot side yard  
25 foot rear yard (R-2); 15 to 20 foot (R-3) (may vary)

Coverage: no limitation

Off-street parking: one space per dwelling unit

Height: maximum of 2-1/2 stories or 35 feet (R-2); 4 stories or 50 feet (R-3)

The Tulare County Zoning Ordinance also permits Planned Unit Developments (PUDs). A PUD may be entirely residential (usually a combination of different densities and dwelling types) or may contain residential, recreation, neighborhood commercial, and professional office uses. The purpose of the planned development is to allow a variety of dwelling types and/or land uses which complement each other and harmonize with existing and proposed land uses in the vicinity.

The Zoning Ordinance contains a mobilehome combining zone which may be applied in conjunction with the "R-A" Rural Residential Zone, the "R-1" Single Family Residential Zone, and the "PD-F" Planned Development - Foothill Zone. This zone permits individual mobilehomes in communities and rural areas where a mixture of conventional housing and individual mobilehomes for residential use is appropriate. Mobilehomes in this zone which meet specified standards may be placed on foundations.

Individual mobilehomes are also permitted in all agricultural zones. Mobilehome parks are allowed by special use permits within the R-A, R-O, R-1, R-2, R-3 and O (Recreation) zones. Mobilehome subdivisions are allowed, by use permit, within the R-A, R-O, R-1, R-2 and R-3 zones; however, a use permit is not required if the Mobilehome Combining Zone has already been applied to the site.

#### Required On- and Off-Site Improvements.

The Tulare County Subdivision Ordinance requires subdividers to provide certain urban improvements as a condition of approval for subdivisions and parcel maps. Development to full urban standards is only required within city and community urban improvement boundaries, as specified by the Urban Boundaries Element. In addition, owners or developers must provide whatever off-site improvements are necessary to properly serve the property (e.g. sewer lines, water lines, and roads).

The County of Tulare requires that the developer of a residential subdivision provide certain improvements, including but not limited to the following: roads; curb and gutter; sidewalks (within urban improvement and urban development boundaries); sewer and water lines, where there is an existing system; proper grading for drainage; fire hydrants; off-street parking; irrigation ditch piping or enclosure; manholes, sewer, water and utility laterals and service connections, as applicable. Proposed development within a quarter mile of an existing city or community sewer or water line is required to connect to that system as a condition of project approval.

#### City/County Coordination.

Any development proposed in the unincorporated area within cities' Urban Area Boundaries is forwarded from the County to the affected city for review and comment. Because it is planned that most land within these boundaries will at some future time be part of the cities, the County Planning Commission and Board of Supervisors give serious consideration to the cities' recommendations when deciding to approve or deny a project. Unincorporated communities with municipal advisory councils are also afforded an opportunity to comment upon proposed projects within their respective jurisdictions.

Amendments to the Urban Boundaries Element adopted in 1983 provide that new urban development around cities should occur within city limits. Proposed developments are referred first to the adjacent city to determine whether the city is willing and able to annex the property for development purposes. If the city cannot or will not annex, development may be approved within the County if the public service impacts are within the service capabilities of the County and affected special districts, and if the use and density proposed are determined to be consistent with the County's general plan and compatible with the city's general plan. These policies apply only to cities with adopted Urban Development Boundaries; to date, only the City of Visalia has an adopted boundary.

Cities are also afforded the opportunity to protest the formation of agricultural preserves within one mile of the city limits.

#### Building Codes and Enforcement.

The County of Tulare has adopted and enforces the Uniform Building Code, Uniform Plumbing Code, Uniform Mechanical Code, National Electrical Code, Uniform Housing Code and Uniform Code for Abatement of Dangerous Buildings. Enforcement, due to limited staffing, is restricted to the inspection of new construction and remodeling, and code enforcement of existing structures on a complaint basis. The impact of the new State-mandated energy standards on housing costs is discussed in the Section entitled Energy Conservation.

#### Sewer and Water Service.

In the unincorporated area of Tulare County, sewer and water services, where provided, are supplied by special districts created for that purpose. These districts often suffer from a lack of adequate funds and staff to properly maintain or expand their services.

Tables 41 and 42 which follow contain an analysis of the existing and projected future capacities and available sites for those unincorporated communities which have community water and/or sewer systems. For communities without these services, the County is in the process of forming a countywide County Service Area which could be activated to provide services of this type, upon the request of the community. The costs of providing these services can be met through a combination of assessments, user fees, grants and loans.

Rural density residential development is commonly served by septic tanks and individual wells. Lack of community sewer and water systems, in addition to posing potential health hazards, can result in further constraints on residential development. As an example, the Farmers Home Administration will not loan money for new housing unless the site can be provided with community sewer service.

#### Park and Open Space Development.

The County of Tulare operates and maintains nine parks countywide. The County has no current plans to acquire and develop new parks, due to budgetary constraints. The County does not assess a land dedication fee for the development of parks and recreation (also known as Quimby fees) upon new residential development.

#### Schools.

Several school districts serve the Tulare County unincorporated area. Of these districts, seven assess impact fees upon new residential development. Those fees are shown in Table 43 below.

Table 41

SCHEDULE OF SCHOOL DISTRICT IMPACT FEES  
1983

<u>School District</u>	<u>Community</u>	<u>Required Fee</u>
Alta Vista	Porterville	\$600 per bedroom
Burton	Porterville	\$1,223 per dwelling unit or mobilehome space
Cutler-Orosi Unified	Cutler-Orosi	\$448 per bedroom
Earlimart	Earlimart	\$2,166 per dwelling unit or mobilehome space
Farmersville	Farmersville	\$1,038 per dwelling unit or mobilehome space
Terra Bella Union	Terra Bella	\$643 per bedroom
Woodlake Union	Woodlake	\$613 per bedroom

In addition, a school tax measure was approved for the Tulare Elementary School District in 1983 which will impose a tax on building permits of \$400 per dwelling unit through 1990. Other districts may have similar tax measures under consideration.

#### Permit Approval Process

The types of residential development permits required by the County of Tulare were discussed above. In addition, any new division of land must comply with the provisions of the State Subdivision Map Act and the Tulare County Subdivision Ordinance.

Processing Time. In comparison to most California cities and counties, application processing time is relatively short in Tulare County. Average processing times for different types of applications are listed below. Obviously, some applications take longer to process than others, and numerous factors can be responsible for delays, but generally speaking the entire process has been fairly well streamlined. For example, if more than one permit approval is required (e.g. zone change and subdivision map), they are processed simultaneously.



The times shown below include the entire period from the date an application is submitted until final approval or denial is received.

Change of Zone	4 to 6 months
Site Plan Review of Foothill Subdivisions	1 to 3 months
Subdivision Maps	1 to 3 months
Tentative Map with Negative Declaration	2 months
Tentative Map with EIR	5 to 6 months
Building Permit	1 day

Compliance with the requirements of the California Environmental Quality Act (CEQA) is handled simultaneously with the application for a particular project. Environmental review does not appreciably lengthen the processing time for a project, unless it is of the magnitude to require an environmental impact report (EIR). All projects are processed within the statutory time limits specified by CEQA.

Fees. The Building and Planning Department and Public Works Department charge fees for various services associated with residential projects. As with most California counties, Tulare County's fees for these services have been increased several times following passage of Proposition 13 in 1978. It is estimated that planning fees, most recently raised in 1984, now recover approximately 60% of the cost of providing the service. Building permit fees are determined by the valuation of the structure or improvement.

In addition to the fees charged by the County, the special districts charge hookup fees for sewer and water service. These fees vary from district to district, and range from approximately \$225 to \$800 per dwelling unit for sewer and \$50 to \$1,650 per unit for water.

#### Article 34 Referenda.

Under the terms of the California Constitution, low income rental housing owned by a public agency must be approved by a majority of local voters, a process which in some cases poses an obstacle to approval. According to the Tulare County Housing Authority, authorization for only 86 units remains to be utilized, of which 76 are in Springville and 10 are in London.

### Provision of Adequate Sites for Housing Construction

For any jurisdiction, the need for residential construction sites is based on the number of sites needed for the projected increase in households, as well as the number of sites needed for housing which will create and maintain a desirable vacancy rate. The total number of sites which need to be provided in the Tulare County unincorporated area during the period 1980-1990 has been identified in the Regional Housing Needs Determination as 6,631. This figure includes an allowance for a desirable vacancy rate.

New urban residential construction within the unincorporated area is encouraged only within the urban boundaries of unincorporated communities and within foothill development corridors because of proximity to shopping and employment opportunities, as well as adequate sewer and water facilities. An urban level of development outside these areas would cause significant, adverse impacts upon the agricultural environment and economy of Tulare County. However, this policy does not apply to the construction of individual dwellings on large agricultural parcels and rural residential development in areas so designated by the General Plan.

The County of Tulare encourages new residential construction within the eight incorporated cities because many smaller unincorporated communities lack adequate employment opportunities, medical facilities and recreational facilities. Another reason is that public transportation is more readily available within cities.

As shown on Table 42 which follows, approximately 8,235 acres of residentially- or agriculturally-zoned vacant land are available within the urban area boundaries or service areas of the unincorporated communities. Based upon single family residential densities, this acreage could accommodate sites for approximately 25,633 housing units, which is well in excess of the estimated need for 6,631.

The primary limiting factor upon the development of these sites is the availability of community sewer and/or water systems. As shown on Table 42, an estimated total of 5,407 sites served by community sewer and/or water systems are available within the unincorporated communities, which is short of the estimated need for 6,631 units. However, 2,803 housing units have already been constructed during the first three years of the decade, and the remaining need for new construction is only 3,828 units, so adequate sites do exist to meet the need for additional housing during the planning period. The apparent shortfall also does not take into account agricultural residential and rural residential development (with individual wells and septic tanks), nor the districts from which information regarding future numbers of connections was not available.

The current information regarding available sewer and water connections also does not take into account the goals, objectives, policies and programs incorporated in this Housing Element which will increase the availability of community sewer and water systems. The County of Tulare recognizes that existing sewer and water limitations pose impediments to housing development in some communities, and implementation of the programs set forth in Chapter V will serve to alleviate existing limitations. The two most important proposals for accomplishing sewer and water system improvements are (1) continuation of the Community Development Block Grant program as a vehicle for funding public facility improvements in low income communities; and (2) establishment of a countywide County Service Area, which can develop and maintain new public facilities in appropriate locations, and which can also maintain facilities installed by private developers.

Table 42  
MAXIMUM NUMBER OF HOUSING UNITS THAT CAN BE CONSTRUCTED  
IN SELECTED UNINCORPORATED COMMUNITIES

Community	Developed R-2 1	Vacant R-2	Total R-2	Developed R-3 2	Vacant R-3	Total R-3	Vacant R-1	Dwelling Unit Potential Under Current Zoning	1984 Available Connections	1984 Potential Developable Units
Alpaugh							75.00 acres	209 units	unknown	unknown
Camp Nelson							20.00	56	112 units	56 units
Cutler							400.00	2,003	30	30
Ducor	16.25 acres	1.25 acres	17.50 acres	1.00 acres	13.00 acres	14.00 acres	240.75	906	unknown	unknown
Earlmar							430.00	2,153	254	254
E. Orosi							40.00	200	70	70
E. Porterville							230.00	641	895	641
Goshen	26.00	1.25	27.25	15.00	2.50	17.50	346.25	1,025	95	95
Ivanhoe				2.00		2.00	59.00	295	200	200
Lemon Cove				2.50		2.50	239.00	199	unknown	unknown
London	2.50	2.50	5.00				123.50	644	0	0
Orosi							670.00	3,355	52	52
Patterson Tr.							35.00	97	30	30
Pixley	24.00	7.50	31.50	90.00	1.25	91.25	235.25	1,278	1,175	1,175
Plainview							75.00	209	0	0
Poplar/Cot.Ctr.							410.00	1,143	227	227
Richgrove	20.00	5.00	25.00		2.50	2.50	128.50	739	281	281
Strathmore	18.00		18.00		10.00	10.00	340.00	1,874	0	0
Springville							338.00	1,692	0	0
Sultana							70.00	350	100	100
Terra Bella							250.00	1,252	13	13
Three Rivers				5.00	17.50	22.50	2,782.50	2,530	N/A	2,530
Tipton	10.00		10.00	15.00	10.00	25.00	315.00	1,749	82	82
Traver	1.00		1.00				77.00	217	5	5
Woodville							230.00	1,151	93	93
TOTAL	117.75 acres	17.50 acres	135.25 acres	130.50 acres	56.75 acres	187.25 acres	8,159.75 acres	25,967 units	3,714 units	5,934 units

Prepared by: Tulare County Building and Planning Department, 1984.

1, 2 - Acreage figures for developed R-2 and R-3 land are included for informational purposes because most of this land is developed to densities much lower than the Zoning Ordinance permits. Substandard single family units in R-2 and R-3 zones could be replaced with higher-density development.





## Chapter 4





## CHAPTER IV

### PROGRESS IN MEETING HOUSING NEEDS

The previous chapters have identified housing characteristics, housing needs and constraints to the provision of housing in Tulare County. On a more positive note, this chapter discusses the progress which has been made in meeting the housing needs of Tulare County. More specifically, this chapter contains a discussion of progress toward meeting new construction needs identified in the TCAG Regional Housing Needs Determination, a description of existing housing programs in operation in Tulare County, and an evaluation of the County's success in meeting housing needs and implementing policies and programs which were contained in the Housing Element adopted in 1981. This chapter also contains a discussion of opportunities for energy conservation in the production of new housing, and the application of energy-saving techniques to existing housing.

#### Production of New Housing

The following progress toward meeting 1980-1990 new housing construction needs, as identified in the TCAG Regional Housing Needs Determination, has been made in the Tulare County unincorporated area:

Table 43

#### PROGRESS IN MEETING NEW HOUSING NEED TULARE COUNTY UNINCORPORATED AREA 1980-1990

	Single Family Dwellings	Multiple Family Dwellings	Mobile- homes	Total
1980-1990 Need for New Units	5,177	929	525	6,631
1980-1983 New Units Constructed*	1,308	95	1,400	2,803
1984-1990 Remaining Need	3,869	834	- 875	3,828

\* Less 81 units demolished 1980-83.

Prepared by Tulare County Building and Planning Department, 1984

As the table above shows, the comparison of total units constructed to total units needed indicates that good progress has been made toward meeting new construction needs in the unincorporated area. The breakdown of new construction by housing type indicates that, for the period 1980-83, new mobilehome installation in the unincorporated area has greatly exceeded the identified needs, and new multiple family development is lagging behind identified needs. New single family residential development is in line with the TCAG projections.

This apparent discrepancy between identified needs and actual development for mobile-homes and multiple family dwellings can be explained by examination of the TCAG methodology. The TCAG Regional Housing Needs Determination is, as the name implies, a regional distribution of housing needs which does not take into account the difference between housing needs in urban areas (the eight incorporated cities) and rural areas (the Tulare County unincorporated area), both in terms of economics and housing preference. Multiple family dwellings are more prevalent in urban areas, due to higher land costs, a larger housing market, and greater availability of sewer and water facilities which permits higher density zoning. Mobilehomes, on the other hand, while often restricted within cities, have historically been a relatively inexpensive and popular alternative form of housing in the rural areas of Tulare County. Tulare County policies and ordinances have never discouraged use of mobilehomes, which may further account for their popularity in this county. The numbers in Table 43 should not be interpreted as a reason to restrict future mobilehome installations; rather, they should be viewed as an indication that the TCAG projection underestimated the need and demand for mobilehomes in the unincorporated area, and overestimated the need and demand for multiple family dwellings.

Estimated progress toward meeting the TCAG-identified needs of the very low, low, moderate and above-moderate income groups is shown on the chart which follows:

	Total	Very Low	Low	Moderate	Above Moderate
1980-1990 Need	5,177	1,459	1,194	1,260	2,718
1980-1983 New Units Constructed	1,308	288	235	249	536
1984-1990 Remaining Need	3,869	1,171	959	1,011	2,182

#### Progress in Meeting Affordability Needs

The affordability needs identified in the 1981 Tulare County Housing Element are not directly comparable to those contained in this 1984 revision because of the different methodologies which were used to obtain those figures. The 1984 methodology produces a more accurate picture of the affordability situation in the unincorporated area and will be used in future revisions of the Housing Element to enable accurate comparisons and evaluation of progress.

The 1981 Housing Element determined affordability (households paying more or less than 25% of their gross income for housing) for all four income groups, while this document only determines affordability for the very low and low income groups. The 1981 Housing Element compared household income (estimated from 1970 census data, because 1980 data was not yet available) with median rent and average new house payment figures. This

document makes adjustments to a table from the 1980 census which reports housing costs (both rental and owner) as a percentage of income. It is felt that this is a more accurate approach, because households pay a whole range of costs for rent and house payments, rather than a median or average cost.

With these caveats in mind, Table 44 below contains a comparison of affordability need figures from the 1981 Housing Element and this document.

Table 44  
COMPARISON OF AFFORDABILITY ESTIMATES

	<u>1981 Housing Element</u>	
	1978	1983 (Est.)
Low Income Households	5,908	6,552
Very Low Income Households	7,468	3,105
TOTAL LOWER INCOME	13,376	9,657
NONMARKET-RATE HOUSEHOLDS		

	<u>1984 Housing Element</u>		
	1980	1983	1990 (Est.)
Low Income Households	3,560	3,656	4,258
Very Low Income Households	5,556	5,707	6,737
TOTAL LOWER INCOME	9,116	9,363	10,995
NONMARKET-RATE HOUSEHOLDS			

#### Existing Housing Programs

Several housing and community development programs are or have been operating within the unincorporated area of the County of Tulare, which alleviate the housing needs identified in previous sections. This section contains a catalogue of existing programs, both public and private. Some are not formal programs per se, but rather actions which the County and private entities have taken to address the housing needs which exist in the Tulare County unincorporated area.

#### Tulare County Housing Authority

The Tulare County Housing Authority has been officially designated as the local public housing agency for the County of Tulare by the Board of Supervisors. The Housing Authority maintains offices in Visalia (central and local), Dinuba, Tulare, Porterville, Springville, Linnell and Woodville, and operates community centers in Dinuba, Tulare, Porterville, Visalia, Springville and the Woodville and Linnell farm labor centers. In addition to operating many different housing programs throughout the county and within the eight incorporated cities, the Housing Authority also administers Tulare County's Community Development Block Grant program.

In the Tulare County unincorporated area, the Housing Authority owns and manages housing in the communities of London, Goshen, Cutler, Traver, Linnell, Woodville and Terra



Bella. The Housing Authority also manages the Sequoia Dawn senior citizen housing project in Springville. The total number of units owned and managed by the Housing Authority in the unincorporated area is as follows:

Terra Bella	14
Woodville	174
Linnell	189
Traver	10
Goshen	20
London	20
Cutler	55
Springville	<u>112</u>
TOTAL	594 units

In addition, the Housing Authority administers the Section 8 rental assistance program countywide. This program allows eligible low income tenants to find the rental unit of their choice (which meets federal standards for housing condition and maximum rents), and the difference between 25 to 30% of the tenants' incomes and the actual rent is subsidized. Figures are not available for the number of households participating in this program in the unincorporated area, but tenants are free to locate anywhere in Tulare County where housing is available which meets program requirements.

#### County of Tulare

Community Development Block Grants. The Community Development Block Grant Program, funded by the U.S. Department of Housing and Urban Development (HUD), was established by the Housing and Community Development Act of 1974. The objective of the program was to combine several categorical programs into a Block Grant that would provide local government an opportunity to assess their own community development needs and establish their own funding priorities within certain limitations. Further limitations were placed upon non-entitlement counties and cities (such as Tulare County) requiring small cities and counties to compete with each other for program funds. The type of activities and percentage of low and moderate income households benefiting are major considerations in the selection process.

Administration of the C.D.B.G. Program was transferred to the State Department of Housing and Community Development (HCD) in 1982. Under both the HUD and HCD administered C.D.B.G. Program, Tulare County has fared well in competition, having received a total of \$3,870,690 since the inception of the program for housing rehabilitation and improvements to public facilities. A total of 161 units have been rehabilitated in the unincorporated area during the period 1979-84 as a direct result of this program.

Tulare County Communities benefited are as follows:

#### Fiscal Year 1975-76 (First Program Year)

Earlimart Public Utility District - Water system rehabilitation	\$ 91,000.00
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Fiscal Year 1976-77 (Second Program Year)

Orosi Public Utility District - New well and pumping system	\$ 25,000.00
Woodville Public Utility District - Water system rehabilitation	\$ 72,490.00
Ivanhoe Public Utility District - Water system rehabilitation	\$ 94,400.00
London Community Services District - Water system rehabilitation	\$ 31,000.00
Richgrove Community Services District - Water system rehabilitation	\$ 76,800.00

Fiscal Year 1977-78 (Third Program Year)

Cutler Public Utility District - New well and pumping system	\$ 53,300.00
Teviston Community Services District - New well and pumping system	\$ 31,700.00
Poplar Community Services District - New well and pumping system; water system rehabilitation	\$ 73,500.00

Fiscal Year 1978-79 (Fourth Program Year)

Cutler Public Utility District - Water system rehabilitation	\$ 42,300.00
Springville Public Utility District - Sewer system extension	\$111,200.00

Fiscal Year 1979-80 (Fifth Program Year)

Woodville Public Utility District - Water system rehabilitation	\$195,000.00
Self-Help Enterprises, Inc. - Housing rehabilitation program in Community of Woodville - rehabilitation of 39 units	\$295,000.00
Program Administration	\$ 10,000.00
Ivanhoe Public Utility District - Storm drain and sanitary sewer system	\$268,000.00

Fiscal Year 1980-81 (Sixth Program Year)

Earlimart Public Utility District - Water system rehabilitation	\$179,000.00
Self-Help Enterprises, Inc. - Housing rehabilitation program in Community of Earlimart - rehabilitation of 27 units	\$311,000.00
Program Administration	\$ 10,000.00

Fiscal Year 1981-82 (Seventh Program Year)

Sultana Community Services District - Water system (pump, well and land acquisition)	\$105,000.00
Local share sewer collection - system design	\$ 7,500.00
Self-Help Enterprises, Inc. - Housing rehabilitation program in Sultana - rehabilitation of 29 units	\$405,900.00
Residential sewer connections	\$ 69,600.00
Program Administration	\$ 12,000.00

Fiscal Year 1982-83 (Eighth Program Year)

Self-Help Enterprises, Inc. - Housing Rehabilitation program in East Orosi - rehabilitation of 32 units (in progress)	\$411,000.00
Energy Conservation, weatherization and solar water heaters	\$ 50,000.00
East Orosi Community Services District - Wastewater collection systems	\$ 26,000.00
Sanitary Sewer Hookups	\$ 44,000.00
Water Hookups	\$ 7,500.00
Storm Drainage Systems	\$149,500.00
Program Administration	\$ 12,000.00

Fiscal Year 1983-84 (Ninth Program Year)

Self-Help Enterprises, Inc. - Housing rehabilitation program in Strathmore - Rehabilitation of 34 units (in progress)	\$341,000.00
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Strathmore Public Utility District - Water system	\$247,000.00
Program Administration	\$ 9,000.00
Audit	\$ 3,000.00

Fiscal Year 1984-85 (Tenth Program Year)

Application will be submitted for:

Self-Help Enterprises, Inc. - Housing Rehabilitation in Tipton	\$245,000.00
Tipton water system	\$210,000.00
Program Administration and Needs Assessment	\$ 45,000.00
Porter Vista water system	\$100,000.00
Tonyville water system	\$100,000.00
Richgrove sewer system	\$150,000.00
El Rancho sewer and drainage work	\$ 25,000.00
Wells Tract water system	\$ 20,000.00
Northeast Orosi sewer and hookups	\$ 65,000.00
Countywide handicap program	\$125,000.00
Administration	\$ 15,000.00

Housing Bond Program. Having determined that a substantial need for more affordable housing construction, rehabilitation, and acquisition financing existed in Tulare County, the Board of Supervisors, on July 1, 1980, passed a resolution to issue \$14,090,000 in low interest, tax exempt mortgage revenue bonds. These funds provided financing for the acquisition, construction, and rehabilitation (including refinancing) of housing within Tulare County. The eight incorporated cities were authorized to enter into cooperative agreements with the County with respect to loans to be made on housing within the cities.

All of the funds generated by the bond issue were utilized, and approximately 200 units were constructed countywide as a direct result of this program. Due to this program's success, the Board of Supervisors initiated a similar resolution on March 23, 1982, for an aggregate amount of \$31.2 million. However, due to a decline in conventional interest rates, the notes were called and the program was not implemented.



Ordinance and Procedure Amendments. Since the adoption of the 1981 Housing Element, the County of Tulare has undertaken several ordinance amendments and streamlined various departmental procedures in an effort to provide more housing opportunities and reduce application processing time and paperwork. Examples of changes which have been made include:

- o Implementation of a one-stop counter procedure for providing service to applicants for planning and building permits. The Building and Planning Department now coordinates permit processing for the Public Works and Environmental Health departments as well as Building and Planning.
- o Adoption of an ordinance which permits second units in single family residential zones ("granny flats").
- o Adoption of ordinance amendments to allow mobilehomes on individual lots in residential areas, and to reduce the minimum lot size for mobilehome subdivisions to 4,000 square feet when community water and sewer systems are available.

#### Private Nonprofit Housing Providers

The primary private, nonprofit corporation providing housing services in Tulare County is Self-Help Enterprises, Inc. Headquartered in Visalia, this corporation was formed in 1965 and serves seven San Joaquin Valley counties. To achieve its stated purpose of improving the living conditions of low-income residents of the San Joaquin Valley, Self-Help has developed three distinct program areas: new housing, housing rehabilitation and community development (community facilities). Using the "sweat equity" concept, families reduce costs by directly participating in the construction and rehabilitation of their own homes.

Tulare County and several of the cities contract with Self-Help Enterprises for operation of the housing rehabilitation portion of their CDBG programs. In addition to their work for the County and the cities, Self-Help performs emergency housing repairs throughout the County under a grant from the Community Action Program. Information about the accomplishments of this program is shown in Table 46 which follows.

The new housing program involves the acquisition and subdivision of land, securing loans from the Farmers Home Administration, and assisting families in the loan application process. Under supervision, the families pool their labor during construction, each family contributing 1,300 hours during the process. The results of the new home program are shown in Table 45 which follows.

Table 45

SELF-HELP ENTERPRISES NEW HOMES PROGRAM  
TULARE COUNTY UNINCORPORATED AREA  
1965-1984

<u>Community</u>	<u>Homes to be Constructed</u>	<u>Homes Occupied</u>
Cutler-Orosi		72
Earlimart	18	73
Goshen		27
Ivanhoe		25
London		30
Pixley		91
Richgrove	80	37
Strathmore		9
Terra Bella		12
Traver		8
Woodville		9
	<hr/>	<hr/>
TOTAL	98	393

Table 46

SELF-HELP ENTERPRISES EMERGENCY REPAIR PROGRAM  
TULARE COUNTY UNINCORPORATED AREA  
1974-1984

Allensworth	1
Alpaugh	5
Cutler	15
Earlimart	45
Goshen	22
London	4
Orosi	47
Pixley	6
Plainview	3
Poplar-Cotton Center	8
Porterville area	2
Seville	3
Strathmore	2
Sultana	3
Terra Bella	2
Teviston	8
Tipton	6
Tonyville	1
Traver	3
Visalia area	5
Woodville	8
Yettam	4
	<hr/>
TOTAL	203

Evaluation of Implementation of Policies and Programs  
Contained in 1981 Housing Element

Goals, Objectives and Policies

Many of the goals, objectives and policies contained in the 1981 Housing Element are long-range and continuous in nature and require ongoing implementation. However, some policies were more specific and progress can be measured. Policies of this type which have been implemented are listed below.

- I.1.2      Encourage, as part of the total new construction effort, the construction of housing units for the prospective "special needs" groups, including senior citizens, minority, large family, overcrowded, and handicapped households, and as many nursing homes or other continuous care facilities and migrant seasonal farmworker facilities as may be needed for group quarters population.

In 1983, the Tulare County Zoning Ordinance was amended to permit second units in single family residential zones.

- I.3.18.    Investigate methods of streamlining housing condemnation procedures to facilitate the expeditious demolition of dilapidated housing units.

The Tulare County Board of Supervisors adopted the 1982 Uniform Housing Code and the 1982 Uniform Code for the Abatement of Dangerous Buildings in February 1984.

- I.1.4.      Obtain, in coordination with housing provider agencies, fair distribution of new housing units to meet the needs of all households, paying special attention to the needs of the "special needs" group: senior citizen, minority, large family, handicapped, and overcrowded households.

- I.1.7.      Encourage the construction of a broad range of housing types to provide opportunity of choice in the local housing market.

The Tulare County Board of Supervisors has approved their share of new housing identified in the 1983 TCAG Regional Housing Needs Determination.

- I.1.        Encourage cooperation between private and public housing providers to prevent over-building and to direct private resources to areas where housing needs are not being met.

The Tulare County Board of Supervisors initiated home mortgage revenue bond programs in 1980 and 1982.

- I.2.10.    Encourage the rehabilitation of 10,723 (as of 1-1-83) total deteriorated housing units.

The County of Tulare has rehabilitated substandard housing units each year since 1979 through its participation in the Community Development Block Grant program. In addition, Self-Help Enterprises Inc., a non-profit corporation, rehabilitates substandard housing throughout the County utilizing other loan and grant programs.

**I.3.15. Encourage demolition and replacement of 6,559 (as of 1-1-83) total dilapidated housing units.**

The County of Tulare enforced a demolition order in 1984 to remove 68 dilapidated housing units from a substandard farm labor camp near Richgrove and approximately 25 dilapidated units throughout the County.

**I.4.19. Provide adequate sites for all types of housing by designating sites for single-family and multiple-family housing, mobilehomes, and cluster housing on Land Use Plan maps of unincorporated urban areas (within Urban Area Boundaries) and by zoning such sites consistent with the Land Use Plans.**

The County of Tulare has implemented this policy through several actions:

- o Adoption of a Foothill Growth Management Plan and Land Use Plans for the communities of Goshen and Three Rivers (with Springville in progress).
- o Rezoning of Foothill Development Corridors, Goshen and Three Rivers consistent with adopted plans
- o Ongoing review of urban boundaries
- o Zoning ordinance amendments and rezoning to allow mobilehomes on individual lots in residential areas
- o Adoption of a second unit ("granny flat") ordinance

**I.4.20. Require all new urban development to be a direct extension of existing development.**

**I.4.21. Provide urban facilities and services only in accordance with an orderly plan for expansion of the community.**

These policies are implemented through the Urban Boundaries Element of the General Plan.

**I.4.23. Permit mobilehome subdivisions within Urban Area Boundaries of unincorporated communities to have lot sizes smaller than 6,000 square feet presently required, if on community water and community sewer systems.**

The Tulare County Zoning Ordinance has been amended to reduce the minimum lot size to 4,000 square feet when community water and sewer is available.



I.5.28 Include, as a part of the Building Department's "Weekly Summary of Building Permits," the following types of permits:

1. mobilehome installation
2. mobilehome removals
3. residential demolitions.

The building permit summaries now report mobilehome installations and residential demolitions.

I.5.29. Conduct housing condition surveys of the unincorporated area at least once every five years.

The County of Tulare conducted a housing condition survey of thirty unincorporated communities in 1980.

II.6.32. Maintain housing affordability by utilizing incentive zoning, which in return for the construction of a percent of the total units for nonmarket-rate households, the developer would be permitted increased densities, or use of zero lot lines, or smaller lot sizes,, or cluster development, or any combination of these.

Tulare County complies with the provisions of State law regarding density bonuses.

II.6.36. Encourage a wide variety of price ranges for new housing unit construction.

The Tulare County Board of Supervisors has approved their share of new housing, by income level, identified in the 1983 TCAG Regional Housing Needs Determination.

III.8.48. Support public utility districts and community services districts by having the County: (1) provide data and other information to identify the need for sewer and water facilities, (2) submit grant applications on behalf of the districts, (3) review and process grant applications, and (4) administer grants provided by Federal and State Governments.

Through its participation in the Community Development Block Grant (CDBG) program, the County of Tulare has submitted numerous grant applications for sewer and water facilities to benefit special districts, and has administered the grants which have been awarded. The County is further proposing, as part of its 1984-85 CDBG application, to conduct a sewer and water needs assessment study.

III.9.50. Assure that all new housing within the urban areas of the unincorporated communities is either: (1) served by community water and/or sewer or (2) that soil conditions permit safe treatment of sewer by septic systems.

In addition to the CDBG activities discussed above, the County is also in the process of forming a County Service Area encompassing the entire unincorporated area which could provide sewer and water service, upon demand, to areas not served by special districts.

### Strategies and Programs

The catalogue which follows contains a listing of the State and Federal housing programs which were proposed to be undertaken in the 1981 Housing Element, along with a brief description of each program and an evaluation of the success in implementing each program. The primary limitation on the implementation of new programs is the level of funding allocated to that program and the requirements that accompany each program. Some State and Federal programs require that a full range of support facilities be available, including full-service hospitals or clinics, adequate police and fire protection, community sewer and water facilities, and a complete range of shopping, educational and recreational facilities. These types of requirements make certain housing programs very difficult to implement in the rural unincorporated area. Still other programs have onerous administrative requirements, or economics simply dictate that certain programs are more feasible to operate in urban areas.

In the final analysis, use of available housing programs will only meet the tip of the iceberg of housing needs. The County of Tulare is confident that this evaluation will demonstrate that a good faith effort has been made during the past five years to utilize available State and Federal programs and adopt local strategies which will help to meet local housing needs.

<u>PROGRAM</u>	<u>DESCRIPTION</u>	<u>IMPLEMENTATION 1978-1983</u>
HUD Section 235	Interest rate subsidy for new or rehabilitated single family residences; 35 units over 5 years	No known units subsidized in unincorporated area.  Program expired; may be reauthorized with different requirements.
County mortgage bond	County-sponsored sale of mortgage revenue bonds to finance below-market interest rate mortgages for owner-occupied housing; 200 units over 21 months.	Bonds called due to decrease in conventional interest rates.
FmHa Section 523/524	Loans for site acquisition and development for self-help housing projects; administrative grants for self-help sponsors; 460 sites over 5 years.	Self-Help Enterprises, Inc. acquired and developed 98 lots.
FmHA Section 504	Loans and grants for rural home repairs for very-low income and elderly; 117 units rehabilitated over 5 years.	Program not used due to administrative difficulties.

<u>PROGRAM</u>	<u>DESCRIPTION</u>	<u>IMPLEMENTATION 1978-1983</u>
FmHA Section 502	Direct loans to low-income families to purchase, build or rehabilitate owner-occupied homes in rural areas; 985 new housing units over 5 years.	Self-Help Enterprises secured loans for 60 families and 60 houses were constructed. Program not utilized by private contractors.
FmHA Section 514/516	Combination of grants and loans to finance construction, rehabilitation, or acquisition of rental housing for farmworkers; 126 new housing units over 3 years.	Housing Authority constructed 67 units in cities of Tulare and Visalia; requires referendum authority; program could be utilized by farmers and nonprofits
HUD Section 8	Provides housing assistance payments to owners of rental housing (new construction, moderate and substantial rehabilitation, and existing) for low-income tenants; 475 households over 5 years.	<u>Existing Housing</u> - Housing Authority operates programs for over 1200 units county-wide; most units located in cities (by tenant's choice; Housing Authority does not have control); <u>Moderate Rehab - economics dictate the use of this program in cities;</u> <u>New Construction/Substantial Rehab - program no longer funded.</u>  <u>Existing Housing program converts to voucher system in 1985.</u>
FmHA Section 515	Loans to public and private limited or nonprofit sponsors for construction or substantial rehabilitation of rental housing for low and moderate income families and elderly; 188 new units over 3 years.	No new units developed by Housing Authority; requires referendum authority; program used by private developers; requirements (sewer, water, gas) dictate most development in cities.
HUD Section 232	Mortgage insurance to finance construction or rehabilitation of nursing homes or other continuous care facilities; 110 additional beds over 3 years.	Extent of use unknown.
HUD Community Development Block Grant	Grants for community improvements, including community facilities and housing rehabilitation; 40 rehabs a year.	County of Tulare has rehabilitated an annual average of 32 units.



<u>PROGRAM</u>	<u>DESCRIPTION</u>	<u>IMPLEMENTATION 1978-1983</u>
Conventional Public Housing/ Conventional Low Rent	Funds for construction of low-income public rental housing; 150 units over 3 to 5 years.	Housing Authority has 110 units under construction in City of Visalia; requires referendum authority; funding expected to be reduced.
Rural Predevelopment Loan Fund	Loans to assist local public agencies and nonprofits meet preliminary costs incurred in applying for financing for construction or rehabilitation of low-income housing in rural areas; no unit numbers or time frame specified.	Self-Help Enterprises uses this program.
AB 333/SB 229 Rental Housing Construction Program	Development of new rental housing by private or public sponsors; percentage allocated for lower income households; no unit numbers specified; 5 year time frame contingent on re-allocation of program.	Housing Authority developed 87 units in cities of Visalia and Tulare; additional funds have not been re-allocated to this program.
California Homeownership Assistance Program (CHAP)	Assistance to eligible households to purchase rental housing (including mobilehome park spaces) undergoing conversion to condominiums or cooperatives; assistance to purchase mobilehomes on permanent foundations on individual lots; assistance to purchase shares in mobilehome park stock cooperative; assistance to nonprofits and stock cooperatives to purchase or develop mobilehome parks; assistance in purchase of 200 mobilehomes and lots over 3 years contingent on re-allocation of program.	No units purchased; funds were not re-allocated to this program.
AB 333/SB 229 Deferred Payment Rehabilitation Loan Program	Deferred payment loans to local governments, local public entities and nonprofits to provide deferred loans to low and moderate income property owners for rehabilitation; no unit numbers specified; 5 year time frame, contingent upon feasibility of program administration.	County of Tulare was awarded loans but chose not to participate in program due to administrative requirements.



## Opportunities for Energy Conservation

Energy conservation has emerged as a major housing issue over the last decade, following the original energy crisis in 1973-74. Making both new and existing homes more energy-efficient adds to their initial cost, but promises future savings on utility bills, as well as conserving natural resources. However, for some households that initial cost may render unaffordable a house they might otherwise have been able to purchase. A balance between these two worthwhile goals - housing affordability and energy conservation - needs to be achieved in order to meet the needs of all economic segments of the community.

Despite the energy crisis of the 1970's, households in Tulare County, as in the nation, became more energy-dependent by using more air conditioning. Over 55,000 year-round housing units countywide in 1980 were equipped with either central air conditioning or with one or more individual room units - more than double the 23,800 such housing units in 1970. So rather than the 39 percent of 1970, 64 percent of year-round housing had air conditioning in 1980. And if Tulare County continues having summer weather such as the summer of 1982, in which almost every day, for three months, the temperature reached over 100 degrees Fahrenheit, an even greater percentage of houses will become equipped with air conditioning.

About 49 percent of Tulare County homes had central warm-air furnaces in 1980 - up from 27 percent in 1970. The percentage of homes with built-in electric heat more than doubled - from 3 percent to almost 7 percent.

The energy crisis may have had an impact on the types of heating fuel used in Tulare County homes; for example, the percentage of homes using utility gas decreased slightly from 75.5 percent in 1970 to 74.8 percent in 1980. The use of wood as a fuel for heating rose from 0.7 percent to 2.6 percent - which represents an increase of about 1,700 homes over the 380 homes in 1970. The use of electricity for heating increased from 7.5 percent to 11.9 percent of occupied housing units. The number of homes, as well as the percentage of homes, using bottled, tank, or liquid propane gas, decreased since 1970: 477 fewer homes and almost 5 percentage points less at 9.5 percent and 7,654 homes in 1980. During 1982 and 1983 - the first two years records have been kept - 392 building permits were issued for solar water heaters in the unincorporated area of Tulare County.

As required by State law, Tulare County has implemented the 1982 Residential Energy Building Code. Under this Code, Tulare County falls within Climate Zone 13. In addition to the various compliance methods, the regulations specify that most new residential buildings must contain certain mandatory conservation features and devices, including the following: minimum levels of wall and ceiling insulation; infiltration control measures; duct and pipe insulation; proper sizing of space conditioning equipment; set-back thermostats; and efficient lighting. No information is available to date as to the average cost increase in construction for new residences attributable to this legislation.

Two public utilities operate energy conservation programs in Tulare County: Pacific Gas and Electric Company in the northern part of the county and Southern California Gas Company in the remainder of the county. Both utility companies contract with Self-Help Enterprises, Inc. to carry out their weatherization programs. Self-Help also operates two weatherization programs for low income households which are funded by the federal government and administered through the State. The total number of housing units in the unincorporated area which have been weatherized through these programs are shown in Table 47 which follows:

Table 47

SUMMARY OF WEATHERIZATION ACTIVITY  
TULARE COUNTY UNINCORPORATED COMMUNITIES  
1978-1983

<u>Community</u>	<u>Units Weatherized</u>
Alpaugh	3
Camp Nelson	1
Cutler	33
Ducor	5
Earlimart/Teviston	105
East Orosi	13
Goshen	33
Ivanhoe	34
London	6
Orosi	43
Pixley	32
Plainview	3
Poplar	5
Richgrove	4
Seville	2
Springville	1
Strathmore	18
Sultana	46
Tipton	7
Traver	10
Tule River Indian Reservation	6
Visalia urban area	40
Woodville	43
Yettam	3
TOTAL	496 Units





## Chapter 5





## CHAPTER V

### HOUSING PROGRAM

The purpose of this chapter is to set forth the goals, objectives, policies and programs that are designed to address the housing problems of the Tulare County unincorporated area, as identified in the previous chapters.

A goal represents a long-term desired state of affairs.

An objective is similar to a goal in that it represents a desired state of affairs, but it is more narrowly defined as an intermediate result which must be achieved to reach the goal. State law provides that housing elements must contain quantified objectives which specify the maximum actual numbers of housing units that can be constructed, rehabilitated and conserved during the planning period.

A policy defines a specific action or process which must be undertaken to achieve the objective.

A program specifies the procedures which implement the policy. Listed under each program are the agency or agencies responsible for implementation and the time frame in which each program is proposed to be commenced and/or completed.

Following the presentation of goals, objectives, policies and programs is a description of the citizen participation process utilized in the development and adoption of this Housing Element.

#### Implementation

Throughout the statements of policies and programs, reference is made to the proposed Community Development Division of the Building and Planning Department. Creation of this division has received concept approval by the Board of Supervisors, and will be given final consideration during the 1984-1985 budget adoption process. Implementation of several of the policies and programs listed below is based upon the assumption that this division will be created, will be assigned the responsibilities described, and will be staffed and funded accordingly.

As proposed, this division would consolidate the administration of several community development-related operations and activities which are currently scattered throughout County government, or which are not done at all but would be of benefit to the County as a whole. The duties and responsibilities of the Community Development Division would include the following:

- . Aggressively seek and administer community development grants, including Community Development Block Grants, Economic Development Administration, Farmers Home Administration, Clean Water, Urban Development Action Grants, etc.
- . Staff and administer County Service Area
- . Coordinate County redevelopment-related work with other County departments and cities
- . Implementation of the County Housing Element; liaison with Housing Authority, nonprofit housing providers and private developers
- . Coordinate future housing and industrial bond issues
- . Liaison with Economic Development Corporation and Private Industry Council; seek and administer CDBG funds for economic development purposes
- . Special District Liaison
- . Act as special district administrator for 1911, 1913 and 1915 Act Assessment Districts.

It is anticipated that revenues will be available to help offset the costs of maintaining this division. CDBG grants and other grant funds authorize the use of a portion of the funds (typically up to 10 percent) for administrative costs. Assessment fees from County Service Areas would also accrue to the County. A portion of the costs could also be subsidized by the Tulare County Association of Governments membership dues for services rendered to member agencies.

SUMMARY GOAL:

THE EARLY ATTAINMENT OF A SUITABLE, AFFORDABLE HOME IN A SATISFYING ENVIRONMENT FOR EVERY PRESENT AND FUTURE RESIDENT OF THE UNINCORPORATED AREA OF TULARE COUNTY, REGARDLESS OF RACE, AGE, RELIGION, SEX, MARITAL STATUS, ETHNIC BACKGROUND, SOURCE OF INCOME, OR PERSONAL HANDICAPS.

GOAL I: THE EARLY ATTAINMENT OF A SUITABLE AND SOUND HOME, WITHIN A REASONABLE DISTANCE OF THE INDIVIDUAL'S PLACE OF EMPLOYMENT.

Objective 1: PRODUCTION OF NEW HOUSING UNITS WITHIN INCORPORATED CITIES, WITHIN URBAN AREAS OF UNINCORPORATED COMMUNITIES, AND WITHIN FOOTHILL DEVELOPMENT CORRIDORS TO HOUSE THE TOTAL NUMBER OF HOUSEHOLDS EXPECTED TO RESIDE IN TULARE COUNTY BY 1990. CONSTRUCTION OF 6,631 NEW HOUSING UNITS IN THE TULARE COUNTY UNINCORPORATED AREA BY 1990, INCLUDING 5,177 SINGLE FAMILY DWELLINGS, 929 MULTIPLE FAMILY UNITS AND 525 MOBILEHOMES.

Policies:

1.1 Encourage the construction of new housing units for "special needs" groups, including senior citizens, large families, female heads of household, and handicapped households.

Programs: 1.11 Coordinate with the Housing Authority to pursue development of rental housing for large families, as well as providing for other housing needs and types.

Responsible Agency: Building and Planning Department;  
Community Development Division

Time Frame: 1985-86.

1.12 Develop criteria for sites appropriate for large family rental housing and identify such sites; develop incentives for this type of development such as density bonuses, other tradeoffs (such as revised improvement requirements), and development agreements. Amend zoning ordinance to incorporate these criteria.

Responsible Agency: Building and Planning Department

Time Frame: Complete project during Fiscal Year 1985-86.

1.13 Formulate site development standards for multiple family dwellings to assure that there is an accessible pathway between the property line and the primary entrance to the building.

Responsible Agency: Building and Planning Department

Time Frame: 1986-87



- 1.14 Amend the use permit criteria for second units in the Zoning Ordinance to provide incentives for the construction of second units which are accessible to the handicapped.

Responsible Agency: Building and Planning Department

Time Frame: 1986-87

- 1.2 Encourage the construction of 238 year-round housing units for permanent farm-workers in the unincorporated area by 1990.

Program: 1.21 Request the Housing Authority to make application for farmworker housing grants for sites in the Tulare County unincorporated area.

Responsible Agencies: Board of Supervisors  
Housing Authority

Time Frame: Immediate

- 1.3 Encourage Federal and State governments to expand and adequately fund housing programs for very low, low and moderate income households, to stimulate mortgage financing for such programs, and to revise program requirements that preclude certain programs from being utilized.

Programs: 1.31 Assign the responsibility to the proposed Community Development Division to serve as a housing advocate and liaison with State and Federal housing agencies.

Responsible Agencies: Board of Supervisors  
Building and Planning Department,  
Community Development Division

Time Frame: Beginning during Fiscal Year 1984-85 and ongoing thereafter.

- 1.32 On behalf of the Board of Supervisors, advocate housing opportunities in Tulare County with State and Federal elected officials and housing agencies.

Responsible Agencies: Board of Supervisors  
Building and Planning Department,  
Community Development Division

Time Frame: Beginning during Fiscal Year 1984-85 and ongoing thereafter.

- 1.33 Work with State and Federal elected officials and housing agencies to promote ease of use of State and Federal programs.

Responsible Agency: Building and Planning Department,  
Community Development Division

Time Frame: Beginning during Fiscal Year 1984-85 and ongoing thereafter.

- 1.34 Provide information to local builders and developers regarding available housing programs.

Responsible Agency: Building and Planning Department,  
Community Development Division

Time Frame: Fiscal Year 1984-85.

- 1.4 Encourage cooperation between private housing providers and the public sector to direct private resources to areas where housing needs are not being met.

Program: 1.41 Authorize the Building and Planning Director to form a public/private sector committee to meet periodically to review housing needs and opportunities.

Responsible Agency: Building and Planning Department

Time Frame: Immediate

- 1.5 Encourage fair geographic distribution of new housing units to meet the needs of all households, paying special attention to the needs of the "special needs" groups.

Programs: 1.51 Monitor the location of new housing units and include information regarding geographic distribution in periodic housing reports.

Responsible Agency: Building and Planning Department,  
Building Division

Time frame: When building permit records are computerized.

- 1.52 Adopt the findings of the Regional Housing Needs Determination prepared by the Tulare County Association of Governments.

Responsible Agencies: Tulare County Association of Governments  
and member jurisdictions

Time Frame: Immediate

- 1.6 Continue to encourage, as part of the total new construction effort, the utilization by developers of modular units, prefabricated units and mobilehomes.

Programs: 1.61 Continue present practices which do not discourage the use of modular units, prefabricated units and mobilehomes.

Responsible Agency: Building and Planning Department

Time Frame: Immediate and ongoing

- 1.62 Streamline the Site Plan Review process to allow more than two mobilehomes per parcel, not to exceed four, provided that two or more mobilehomes are not rented or leased.

Responsible Agency: Building and Planning Department

Time Frame: Complete during Fiscal Year 1984-85

- 1.7 Annually review governmental procedures and fees for processing applications, inspections, environmental review, building permits, and developmental services so that such procedures and fees will not inhibit housing development.

Programs: 1.71 Form a task force of private sector advisors to review County permit processing and make suggestions for streamlining. In performing this task, the task force should:

- o Compare County permit processing with the cities in the County.
- o Seek technical assistance from the State Office of Permit Assistance.
- o Review the list of ministerial and discretionary projects to determine whether more residential projects could be handled at an administrative level.

Responsible Agencies: Board of Supervisors  
Building and Planning Department

Time Frame: Form task force and complete assigned tasks during Fiscal Year 1984-85

- 1.72 Reduce application and plan checking fees for any housing project developed by public or private, nonprofit agencies that includes a percentage of total units for lower income households.

Responsible Agencies: Board of Supervisors  
Building and Planning Department  
Public Works Department  
County Counsel

Time Frame: Propose ordinance for review by Board of Supervisors during Fiscal Year 1984-85

- 1.73 Continue present practice of seeking public input whenever proposals are made to establish new fees or increase existing fees.

Responsible Agencies: Building and Planning Department  
Public Works Department

Time Frame: Immediate and ongoing

1.8 Encourage the construction of a broad range of housing types to provide opportunity of choice in the local housing market.

Program: 1.81 Continue to issue home mortgage revenue bonds when feasible, and investigate the feasibility of issuing bonds for multiple-family rental housing.

Responsible Agencies: Board of Supervisors  
Building and Planning Department,  
Community Development Division  
Private developers

Time Frame: Annual assessment of needs and feasibility of issuing bonds

Objective 2: REHABILITATE 250 DETERIORATED HOUSING UNITS BY 1990.

Policies:

2.1 Develop incentives to encourage rehabilitation of substandard housing.

Programs: 2.11 Make greater use of the State law which eliminates State tax deductions for depreciation for landlords with substandard rentals.

Responsible Agencies: Board of Supervisors  
Building and Planning Department  
Community Development Division  
County Counsel

Time Frame: Immediate and ongoing

2.12 Reduce building permit fees for the rehabilitation of deteriorated housing units.

Responsible Agencies: Board of Supervisors  
Building and Planning Department,  
Community Development Division  
County Counsel

Time Frame: Prepare ordinance for consideration by Board of Supervisors during Fiscal Year 1984-85

2.13 Develop a comprehensive strategy to address substandard housing, through designation of target areas for concentration of code enforcement, housing rehabilitation and community facility improvement efforts.

Responsible Agency: Building and Planning Department,  
Community Development Division

Time Frame: Complete during Fiscal Year 1985-86



2.2 Continue to seek funding for rehabilitation of substandard housing.

Program: 2.21 Determine whether additional grants can be sought and coordinate with the County's Community Development Block Grant program.

Responsible Agency: Building and Planning Department,  
Community Development Division

Time Frame: During Fiscal Year 1984-85

2.3 Continue to use Community Development Block Grant funds for housing rehabilitation, in conjunction with improvements to public facilities.

Program: 2.31 Evaluate the current use of Community Development Block Grant funds to determine whether the funds can be leveraged.

Responsible Agency: Building and Planning Department,  
Community Development Division

Time Frame: During Fiscal Year 1984-85

2.4 Seek the assistance of nonprofit housing agencies in undertaking housing rehabilitation programs.

Programs: 2.41 Continue the close liaison between the County of Tulare and Self-Help Enterprises, Inc.

Responsible Agencies: Board of Supervisors  
Building and Planning Department,  
Community Development Division

Time Frame: Ongoing

2.42 Develop a closer liaison with the Rural Community Assistance Corporation

Responsible Agencies: Board of Supervisors  
Building and Planning Department,  
Community Development Division

Time Frame: During Fiscal Year 1985-86

2.5 Investigate incentives to encourage owners of older mobilehome parks to upgrade their facilities.

Program: 2.51 Review available State and Federal grant and loan programs for upgrading mobilehome facilities and make park owners aware of these programs.

Responsible Agency: Building and Planning Department,  
Community Development Division

Time Frame: During Fiscal Year 1985-86

Objective 3: ENCOURAGE THE CONSERVATION OF EXISTING SOUND HOUSING UNITS TO ASSURE THAT THE TOTAL NUMBER OF DETERIORATED HOUSING UNITS IS NO GREATER IN 1990 THAN IT WAS IN 1980.

Policies:

3.1 Establish incentives to maintain the existing sound housing stock in good condition.

Programs: 3.11 Establish local community awards programs to recognize property maintenance in order to enhance private efforts at housing conservation.

Responsible Agency: Town Councils

Time Frame: During Fiscal Year 1985-86

3.12 Continue to use Community Development Block Grant funds and other appropriate funding sources to upgrade community facilities to assure conservation of the existing housing stock.

Responsible Agency: Building and Planning Department,  
Community Development Division

Time Frame: Annually

3.13 Actively seek all grants and low-interest loans to maintain and upgrade the housing stock in the Tulare County unincorporated area.

Responsible Agencies: Housing Authority  
Building and Planning Department,  
Community Development Division  
Self-Help Enterprises, Inc.

Time Frame: Immediate and ongoing

3.2 Promote tenant responsibility toward conservation of the existing housing stock.

Program: 3.21 Continue existing education and training programs for tenants of federally-assisted housing and low-income homeowners.

Responsible Agencies: Housing Authority  
Self-Help Enterprises, Inc.

Time Frame: Immediate and ongoing

Objective 4: DEMOLITION OF 180 DILAPIDATED HOUSING UNITS BY 1990.

Policies:

4.1 When occupied housing units are demolished due to public action, encourage the development of suitable replacement housing.

Programs: 4.11 Assure that the Housing Authority gives displaced individuals priority placement in public housing.

Responsible Agencies: Board of Supervisors  
Housing Authority

Time Frame: Immediate and ongoing

4.12 Target demolition efforts in areas where new affordable housing is scheduled to be constructed.

Responsible Agencies: Building and Planning Department,  
Building Division, in coordination with  
Self-Help Enterprises, Inc. and Housing  
Authority

Time Frame: Immediate and ongoing

4.2 Develop incentives for the demolition of dilapidated housing units.

Programs: 4.21 Eliminate the demolition permit fees for demolition of dilapidated housing units.

Responsible Agencies: Board of Supervisors  
Building and Planning Department,  
Building Division  
County Counsel

Time Frame: Prepare ordinance for consideration by Board of Supervisors during Fiscal Year 1984-85

4.22 Review existing residential zoning to determine whether higher density zoning would serve as an incentive for the removal and replacement of dilapidated housing.

Responsible Agency: Building and Planning Department

Time Frame: Prepare report to Board of Supervisors during Fiscal Year 1986-87

4.23 Make greater use of the State law which eliminates State tax deductions for depreciation for landlords with substandard rentals.

Responsible Agencies: Board of Supervisors  
  
Building and Planning Department,  
Community Development Division  
County Counsel

Time Frame: Immediate and ongoing

- 4.24 Encourage State and Federal funding for farmworker housing, and actively seek funding for projects of this type.

Responsible Agencies: Housing Authority  
Building and Planning Department  
Community Development Division

Time Frame: Immediate and ongoing

- 4.3 Develop a systematic approach for identifying and eliminating concentrations of dilapidated housing.

Program: 4.31 Develop a comprehensive strategy to address substandard housing, through designation of target areas for concentration of code enforcement, housing rehabilitation and community facility improvements.

Responsible Agency: Building and Planning Department,  
Community Development and Building  
Divisions

Time Frame: Complete during Fiscal Year 1985-86

Objective 5: PROVISION OF ADEQUATE SITES FOR 6,631 HOUSING UNITS BY 1990, INCLUDING 5,177 SINGLE FAMILY DWELLINGS, 929 MULTIPLE FAMILY UNITS AND 525 MOBILE-HOMES.

Policies:

- 5.1 Promote development of "skipped-over" vacant lands within cities and within urban boundaries of unincorporated communities.

Program: 5.11 Review the zoning of "skipped-over" vacant lands in unincorporated communities to ensure that present zoning is not impeding their development.

Responsible Agency: Building and Planning Department

Time Frame: Prepare report during Fiscal Year 1985-86

- 5.2 Implement adopted community plans which designate adequate sites for residential development.

Program: 5.21 Approve subdivisions and divisions of land for housing development when such proposals are consistent with adopted plans.

Responsible Agencies: Board of Supervisors  
Planning Commission

Time Frame: Immediate and ongoing



5.3 Assure a proper balance between the needs of housing and agriculture.

Programs: 5.31 Amend the Zoning ordinance to require use permits for potentially incompatible agricultural uses within urban boundaries.

Responsible Agencies: Board of Supervisors  
Building and Planning Department

Time Frame: Resubmit proposed ordinance to Board of Supervisors following completion of Urban Boundaries review during Fiscal Year 1985-86

5.32 Amend the Zoning Ordinance to prohibit potentially incompatible agricultural uses (e.g. feedlots or dairies) within close proximity to concentrations of dwelling units.

Responsible Agencies: Board of Supervisors  
Building and Planning Department  
County Counsel

Time Frame: Prepare ordinance for consideration by Board of Supervisors during Fiscal Year 1985-86

5.4 Prepare and continue to update community plans to provide adequate sites for all types of housing within urban boundaries of unincorporated communities, and zone such sites consistent with the community plans.

Programs: 5.41 Systematically review existing community plans and zoning to assure that adequate sites are available for residential development, and assure that new community plans provide adequate residentially-designated sites.

Responsible Agency: Building and Planning Department

Time Frame: Include such information in annual reports required by Government Code Section 65400

5.42 Continue to prepare master environmental assessments for specific community plans in order to streamline environmental assessments on individual projects.

Responsible Agency: Building and Planning Department

Time Frame: Immediate and ongoing

5.43 Review and revise, where appropriate, the urban boundaries of unincorporated communities.

Responsible Agencies: Tulare County Association of Governments  
Building and Planning Department, County-wide Planning Division

Time Frame: Schedule completion of report in Fiscal Year 1985-86, following completion of Urban Boundaries review for incorporated cities

## 5.5 Streamline regulations in areas designated for development

Programs: 5.51 Streamline the Site Plan Review process by making the following revisions:

- o Reduce the amount of information which must be submitted for minor projects.
- o Incorporate a final site plan waiver procedure

Responsible Agencies: Building and Planning Department  
County Counsel

Time Frame: Prepare ordinance for consideration by Board of Supervisors during Fiscal Year 1984-85

- 5.52 Amend the Zoning Ordinance to reduce the number of projects which require use permits and to develop more specific standards to allow for administrative approval.

Responsible Agencies: Board of Supervisors  
Building and Planning Department  
County Counsel

Time Frame: Ongoing during Fiscal Years 1984-85 and 1985-86

## Objective 6: PRODUCTION OF NEW GROUP QUARTERS HOUSING UNITS

### Policies:

- 6.1 Encourage the construction and rehabilitation of senior citizen group quarters housing, convalescent homes and other continuous care facilities.

Program: 6.11 Work with the Housing Authority to expand new housing opportunities.

Responsible Agencies: County Executive  
Building and Planning Department  
Housing Authority

Time Frame: During Fiscal Year 1984-85

- 6.12 Review the Zoning Ordinance to determine whether existing regulations place unnecessary constraints on the development of convalescent homes and other continuous care facilities.

Responsible Agency: Building and Planning Department

Time Frame: Prepare report during Fiscal Year 1986-87

- 6.2 Determine the needs for group quarters farm labor housing and place an emphasis on meeting that need, if warranted.

Program: 6.21 Amend the Zoning Ordinance to make farm labor camps a permitted use in appropriate zones, and adopt standards for approval.

Responsible Agencies: Board of Supervisors  
Building and Planning Department

Time Frame: Prepare ordinance for consideration by Board of Supervisors during Fiscal Year 1985-86

- 6.22 Identify and quantify the need for group quarters housing for farmworkers.

Responsible Agencies: Building and Planning Department  
Housing Authority

Time Frame: Prepare report during Fiscal Year 1984-85

- 6.3 Identify, remove and replace 150 substandard seasonal farmworker housing units by 1990 and assist in the relocation of the occupants.

Programs: 6.31 Develop a comprehensive strategy to address substandard housing, through designation of target areas for concentration of code enforcement, housing rehabilitation and community facility improvements.

Responsible Agency: Building and Planning Department,  
Community Development and Building  
Divisions

Time Frame: Complete during Fiscal Year 1985-86

- 6.32 Encourage State and Federal funding for farmworker housing, and actively seek funding for projects of this type.

Responsible Agencies: Housing Authority  
Building and Planning Department,  
Community Development Division

Time Frame: Immediate and ongoing

- 6.33 Request the Housing Authority to investigate any grant and loan programs not currently utilized, as well as private syndication, to increase efforts for development of farm labor housing.

Responsible Agencies: Board of Supervisors  
Housing Authority

Time Frame: Immediate

- 6.34 Work with farmers to encourage more private development of farm labor housing.

Responsible Agency: Public/Private Sector Committee  
(Refer to Program 1.41)

Time Frame: Ongoing

- 6.4 Address the unique group quarters housing needs of refugees and develop a liaison with the local task force.

Program: 6.41 Identify and quantify the need for group quarters housing for refugees.

Responsible Agency: Public/Private Sector Committee  
(Refer to Program 1.41)

Time Frame: Prepare report during Fiscal Year 1984-85

Objective 7: ASSURE THAT NEW HOUSING AND EMPLOYMENT OPPORTUNITIES ARE WITHIN A REASONABLE DISTANCE OF EACH OTHER

Policies:

- 7.1 When locating agricultural industry in rural areas, a determination should be made that a source of employees exists within a reasonable distance of the site.

Program: 7.11 Incorporate information regarding trip generation into staff reports or environmental assessments for new or expanded industrial development.

Responsible Agency: Building and Planning Department

Time Frame: Immediate and ongoing

- 7.2 Continue to support and coordinate closely with local economic development programs.

Program: 7.21 Encourage the Tulare County Economic Development Corporation to promote housing opportunities in Tulare County with State and Federal elected officials and housing agencies.

Responsible Agencies: Board of Supervisors  
Economic Development Corporation

Time Frame: Immediate and ongoing

- 7.22 Continue to provide financial support to the Tulare County Economic Development Corporation.

Responsible Agency: Board of Supervisors

Time Frame: Annually



7.3 Assure the provision of housing opportunities for farm-related employment within agricultural areas.

Program: 7.31 Review the zoning ordinance and existing zoning and amend if necessary to assure that adequate provision is made for housing opportunities in agricultural areas.

Responsible Agency: Building and Planning Department

Time Frame: Complete review and prepare necessary amendments during Fiscal Year 1985-86

Objective 8: IMPROVE THE ADEQUACY AND ACCESSIBILITY OF COUNTY HOUSING RECORDS IN ORDER TO QUANTIFY PROGRESS IN MEETING HOUSING NEEDS.

Policies:

8.1 Conduct a housing condition survey of the unincorporated area at least once every five years, in coordination with the decennial and mid-decade censuses.

Programs: 8.11 Conduct a housing condition survey of the unincorporated area during Fiscal Year 1984-85.

Responsible Agencies: Tulare County Association of Governments  
Building and Planning Department

Time Frame: Fiscal Year 1984-85

8.12 Include housing questions in the mid-decade census.

Responsible Agencies: Tulare County Association of Governments  
Building and Planning Department

Time Frame: Fiscal Year 1984-1985

8.2 Improve record-keeping with regard to tabulation of mobilehomes on individual lots.

Programs: 8.21 Amend the Ordinance Code to allow removal of a mobilehome from any site outside mobilehome parks only by a permit issued by the Building Division to enable tabulation of mobilehomes on individual lots by date and location.

Responsible Agencies: Board of Supervisors  
Building and Planning Department.  
County Counsel

Time Frame: When building permit records are computerized.

- 8.22 Include mobilehome removals as part of the Building Division's "Weekly Summary of Building Permits."

Responsible Agency: Building and Planning Department,  
Building Division

Time Frame: When building permit records are computerized.

- 8.3 Improve record-keeping with regard to rehabilitation of housing units.

Program: 8.31 Establish a procedure to make a distinction between permits for alterations and permits for rehabilitation of housing units to enable a more accurate assessment of housing condition.

Responsible Agency: Building and Planning Department,  
Building Division

Time Frame: When building permit records are computerized.

- 8.4 Improve record-keeping with regard to demolition of housing units.

Program: 8.41 Direct the County Fire Department to notify the Building Division of (1) housing units not completely destroyed by fire, but which will be removed from the site, and (2) removal of debris from a housing unit completely destroyed by fire, so that the Building Division can notify the owners of such property that permits are required, then issue the permits to enable tabulation of housing unit change due to fire.

Responsible Agencies: Building and Planning Department,  
Building Division  
Fire Warden

Time Frame: When building permit records are computerized.

- 8.5 Coordinate building permit records with the incorporated cities in Tulare County.

Program: 8.51 Enter into agreements with the incorporated cities in Tulare County to obtain, on a regular basis, either weekly or monthly summaries of the following types of building permits, by date and by street address and census tract:

1. Housing unit construction
2. Housing unit demolition or removal
3. Housing unit relocation, including address of previous location
4. Housing units lost by fire,

to enable tabulation of housing units change on a County-wide basis.

Responsible Agencies: Tulare County Association of Governments  
Building and Planning Department,  
Building Division

Time Frame: When building permit records are computerized.

- 8.6 Streamline access to building records to permit an accurate tabulation of housing unit change through which housing, household, and population estimates can be made for any given date.

Programs: 8.61 Publish a weekly or monthly summary of residential building permits which would include, by street address, census tract, nearest community, and, where multiple units are concerned, both the number of structures and the number of units in each structure, the following types of permits:

1. new construction of single-family units
2. new construction of multiple-family units
3. mobilehome installations
4. mobilehome removals
5. demolition of single-family units
6. demolition of multiple-family units
7. relocated units, including address of previous location
8. rehabilitation of single- and multiple-family units

Responsible Agency: Building and Planning Department,  
Building Division

Time Frame: When building permit records are computerized.

- 8.62 Produce periodic housing reports which identify community needs and provide information on housing starts, sales prices, and other housing activity.

Responsible Agencies: Building and Planning Department,  
Community Development and Building  
Divisions  
Boards of Realtors

Time Frame: When building permit records are computerized.

Objective 9: PROVIDE INCREASED OPPORTUNITIES FOR RESIDENTIAL ENERGY CONSERVATION

Policies:

9.1 Assure that County codes and ordinances promote residential energy conservation.

Programs: 9.11 Continue to enforce and streamline implementation of the State Residential Energy Standards.

Responsible Agency: Building and Planning Department,  
Building Division

Time Frame: Immediate and ongoing.

9.12 Review existing and proposed codes and ordinances to assure that they do not deter construction of innovative energy-efficient housing.

Responsible Agency: Building and Planning Department,  
Building Division

Time Frame: Ongoing

9.13 Continue to enforce the provisions of the Subdivision Map Act regulating energy-efficient subdivision design.

Responsible Agency: Building and Planning Department

Time Frame: Immediate and ongoing.

GOAL II: THE EARLY ATTAINMENT OF AN AFFORDABLE HOME WHICH MEETS THE ECONOMIC AND SOCIAL NEEDS OF EVERY PRESENT AND FUTURE RESIDENT OF THE TULARE COUNTY UNINCORPORATED AREA.

Objective 10: IMPROVE OPPORTUNITIES FOR HOUSING AFFORDABILITY AND REDUCE THE NUMBER OF NONMARKET-RATE LOWER INCOME HOUSEHOLDS BY 10% BY 1990.

Policies:

10.1 Encourage Federal and State governments to maintain and increase housing assistance to lower income households.

Program: 10.11 Identify target areas for public housing assistance, based on a countywide needs assessment, housing condition surveys, and other relevant information.

Responsible Agency: Building and Planning Department,  
Community Development Division

Time Frame: Identify target areas during Fiscal Year 1984-85



10.2 Work with public and private nonprofit agencies to encourage the purchase of appropriate undeveloped sites (land banking) for future sale, at less than market cost, to developers who would agree to build a percentage of the total units for lower income households, and to assure the availability of affordable sites for public housing.

Programs: 10.21 When land is purchased by the County in conjunction with installation of new public facilities, consideration should be given to making any excess land available for sale to accommodate affordable housing.

Responsible Agency: Building and Planning Department,  
Community Development Division

Time Frame: Ongoing

10.22 Continue to implement Government Code Section 54220, which requires the County to make surplus lands available for purchase by housing agencies.

Responsible Agencies: County Counsel  
Building Services and Parks Department

Time Frame: Ongoing

10.3 Improve housing affordability by utilizing density bonuses, zero lot lines, special units, smaller lot sizes, or cluster development, in return for the construction of a percentage of the total units for lower-income households.

Programs: 10.31 Continue efforts to amend the Zoning and Subdivision Ordinances to allow higher densities, zero lot line development and other, more flexible zoning provisions.

Responsible Agencies: Building and Planning Department  
County Counsel

Time Frame: Prepare ordinances for consideration by Board of Supervisors during Fiscal Year 1984-85

10.32 Amend the Zoning Ordinance to permit lots smaller than 6,000 sq. ft. in appropriate locations and where sewer and water conditions allow.

Responsible Agencies: Building and Planning Department  
County Counsel

Time Frame: Prepare ordinance for consideration by Board of Supervisors during Fiscal Year 1984-85

10.4 Improve the understanding of housing issues at both the staff and decision-making levels.

Programs: 10.41 Make developers, builders and the public aware of changes which have been made or are under consideration; increase the County's public relations efforts.

Responsible Agency: Building and Planning Department

Time Frame: Ongoing

10.42 Preparation of annual report which enumerate new ordinances; policy and standard revisions undertaken during the previous year and review of accomplishments.

Responsible Agency: Building and Planning Department

Time Frame: Prepare report annually for review by Board of Supervisors

10.43 Include a more detailed analysis of pros and cons and likely results of ordinance amendments in Building and Planning Department staff reports.

Responsible Agency: Building and Planning Department

Time Frame: Immediate and ongoing

10.5 Study the impact of school fees on housing affordability.

Programs: 10.51 Complete study now in progress to evaluate the impact of school fees and develop recommendations to the Board of Supervisors to reduce the impact on low income households, encourage greater uniformity of fees, and correct existing inequities (e.g. charging fees for rebuilding units destroyed by fire, for senior citizen housing projects, etc.).

Responsible Agencies: Building and Planning Department  
County Counsel

Time Frame: Complete report for consideration by Board of Supervisors within 60 days

10.52 Encourage school districts to pursue tax measures such as the one approved in the City of Tulare, which balances costs between new and existing residents, and all other alternatives prior to requesting the Board of Supervisors to impose school impact fees.

Responsible Agencies: Board of Supervisors  
School Districts  
County Counsel

Time Frame: Careful review of alternatives considered by school districts should be undertaken at the time a district requests approval of school fees

- 10.53 Investigate methods to reduce, provide for extended payment periods, and/or subsidize school impact fees for households below the poverty level.

Responsible Agencies: County Counsel  
School districts  
Building and Planning Department,  
Community Development Division

Time Frame: Prepare report for consideration by Board of Supervisors during Fiscal Year 1984-85

10.6 Continue present efforts to standardize County development requirements.

Programs: 10.61 Amend the Zoning Ordinance to include written standards for permits for which no written standards currently exist, in order to reduce the number of discretionary permits.

Responsible Agency: Building and Planning Department

Time Frame: Ongoing

10.62 Develop informational brochures with diagrams to promote better understanding of County development standards.

Responsible Agency: Building and Planning Department

Time Frame: Complete brochures during Fiscal Year 1985-86

10.7 Support the use of Community Development Block Grant and other grant funds for rehabilitation and site development for lower income housing.

Program: 10.71 Require the execution of a rental agreement to restrict rental increases to an agreed-upon percentage for all rental units rehabilitated by publicly-funded housing rehabilitation programs.

Responsible Agency: Building and Planning Department,  
Community Development Division

Time Frame: Immediate and ongoing

GOAL III: THE EARLY ATTAINMENT OF A SATISFYING RESIDENTIAL ENVIRONMENT WITH ADEQUATE PUBLIC AND PRIVATE SERVICES AND FACILITIES

Objective 11: PROMOTE EQUAL HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF RACE, RELIGION, SEX, MARITAL STATUS, ANCESTRY, NATIONAL ORIGIN OR COLOR

Policy:

11.1 Actively seek to discourage housing discrimination based upon race, religion, sex, marital status, ancestry, national origin or color.

Program: 11.11 Disseminate information on fair housing laws and refer inquiries regarding housing discrimination to the Fresno district office of the Department of Fair Employment and Housing and Tulare-Kings Counties Legal Services.

Responsible Agency: Building and Planning Department

Time Frame: Immediate and ongoing

Objective 12: ASSURE THE PROVISION OF ADEQUATE PUBLIC FACILITIES AND SERVICES TO MEET THE 1990 TOTAL NEW CONSTRUCTION NEEDS.

Policies:

12.1 Encourage Federal and State governments to increase the level of funding for improvements or expansion of sewer and water facilities serving unincorporated communities.

Program: 12.11 Meet with Federal and State officials on a regular basis to review grant program status and to advocate higher placement on priority funding lists for Tulare County communities.

Responsible Agencies: Building and Planning Department,  
Community Development Division  
Health Department

Time Frame: Annually

12.2 Complete the formation of a County Service Area encompassing the entire unincorporated area which can provide community services on a demand basis.

Programs: 12.21 Implement the County Service Area as a vehicle for maintaining privately-developed public facilities for new subdivisions in unincorporated communities.

Responsible Agency: Board of Supervisors

Time Frame: Fiscal year 1984-85

12.22 Utilize the County Service Area as a vehicle to maintain new public facilities in unincorporated communities.

Responsible Agencies: Board of Supervisors  
Building and Planning Department,  
Community Development Division

Time Frame: Ongoing

12.23 Through the County Service Area, issue 1911 and 1915 Act bonds and utilize 1913 Act assessments for improvements in unincorporated communities.



Responsible Agencies: Board of Supervisors  
Building and Planning Department,  
Community Development Division

Time Frame: Ongoing

12.3 Develop up-to-date information regarding community sewer and water needs.

Program: 12.31 Identify target areas for public infrastructure assistance, based on a countywide needs assessment, housing condition surveys, and other relevant information.

Responsible Agency: Building and Planning Department,  
Community Development Division

Time Frame: Prepare report during Fiscal Year 1985-86

12.4 Assure that all new housing within the urban areas of the unincorporated communities is either: (1) served by community water and/or sewer, or (2) that soil conditions permit safe treatment of liquid waste by septic tank systems.

Programs: 12.41 Continue to regulate and monitor the installation of septic systems to assure public health and safety.

Responsible Agency: Health Department

Time Frame: Ongoing

12.42 Encourage utilization of the County Service Area for maintenance of new community facilities, and utilization of homeowners associations for appropriate maintenance responsibilities such as security, landscaping, recreation and common area maintenance.

Responsible Agency: Building and Planning Department

Time Frame: Ongoing

12.5 Provide technical assistance to public utility districts and community services districts.

Programs: 12.51 Continue existing County efforts to (1) provide data and other information to identify the needs for sewer and water facilities; (2) submit grant applications on behalf of the districts; (3) review and process grant applications; (4) administer grants provided by Federal and State governments; and (5) recover County costs incurred in providing technical assistance.

Responsible Agencies: Building and Planning Department,  
Community Development Division  
Health Department

Time Frame: Ongoing

- 12.52 Identify overlapping or inconsistent public facility standards and seek to eliminate duplication, unless the County determines that more stringent standards are necessary for public health and safety.

Responsible Agencies: Building and Planning Department,  
Community Development Division  
Health Department  
Public Works Department  
Uniform Improvement Standards Committee

Time Frame: Prepare report for consideration by Board of Supervisors during Fiscal Year 1985-86

- 12.6 Continue to use Community Development Block Grants and other available funds to install and upgrade public facilities within existing unincorporated communities.

Program: 12.61 In target communities, use redevelopment authority along with other funds and tools as a means to subsidize public improvements.

Responsible Agencies: Board of Supervisors  
Building and Planning Department  
Community Development Division

Time Frame: Begin use during Fiscal Year 1986-87

- 12.7 Coordinate capital improvement programs for street construction, paving, and the replacement of substandard sewer and water lines with programs for housing rehabilitation.

Program: 12.71 Coordinate community development and capital improvement programs through designation of target areas.

Responsible Agencies: Building and Planning Department,  
Community Development Division  
Public Works Department

Time Frame: Begin process during Fiscal Year 1985-86

- 12.8 With regard to improvement requirements, assure that a balance is achieved between housing needs and public protection, and that requirements are necessary for protection of public health and safety.

Programs: 12.81 Form a Uniform Improvement Standards Committee, as called for in the Urban Boundaries Element, to work with County departments to review and make recommendations to the Board of Supervisors for updated improvement standards.

Responsible Agencies: Building and Planning Department  
Public Works Department

Time Frame: Form Committee during Fiscal Year 1984-85

12.82 Develop new standards for private streets in new subdivisions on the Valley floor.

Responsible Agencies: Building and Planning Department  
Public Works Department  
Uniform Improvement Standards Committee

Time Frame: Prepare standards for adoption by Board of Supervisors during Fiscal Year 1985-86

12.83 Examine and, where appropriate, update improvement standards to distinguish between different types of roads, based upon purpose and function.

Responsible Agencies: Building and Planning Department  
Public Works Department  
Uniform Improvement Standards Committee

Time Frame: Complete during Fiscal Year 1985-86

12.9 Assure that improvement fees are applied in an equitable manner.

Program: 12.91 For new improvements which serve both new and existing residents, and over which the County has fee-setting authority, balance new charges and assessments between new and existing residents.

Responsible Agency: Board of Supervisors

Time Frame: To be addressed whenever new impact fees and service charges are under consideration

Objective 13: PROTECT THE PUBLIC HEALTH AND SAFETY AND ASSURE A SATISFYING RESIDENTIAL ENVIRONMENT

Policies:

13.1 Encourage subdivision and housing unit design which provides for a reasonable level of safety and security.

Program: 13.11 Research designs which promote safety and security and incorporate these approaches into County standards and review practices.

Responsible Agency: Building and Planning Department

Time Frame: Prepare report for consideration by Planning Commission during Fiscal Year 1985-86

13.2 Place greater emphasis upon enforcement of the Health and Safety Code.

Program: 13.21 Investigate the feasibility of inspecting residential lots and citing property owners in violation of health standards on a systematic basis.

Responsible Agency: Health Department

Time Frame: Begin more intensive enforcement during Fiscal Year 1985-86

13.3 Continue to ensure the quality and livability of residential neighborhoods.

Program: 13.31 Develop and adopt County mobilehome park standards for site design, including densities, lot area, setbacks, parking, landscaping, fencing, street widths, recreation, and lighting.

Responsible Agency: Building and Planning Department,  
Community Development Division

Time Frame: Prepare standards for adoption during Fiscal Year 1986-87

13.4 Discourage the construction of residential units in areas with high noise levels, or require that adverse noise levels be mitigated.

Program: 13.41 Continue to implement the provisions of the California Environmental Quality Act and the Noise Element of the Tulare County General Plan, with regard to new residential development.

Responsible Agencies: Building and Planning Department  
Health Department

Time Frame: Immediate and ongoing

13.5 Support locally-initiated programs to provide neighborhood parks and recreational facilities for residential areas within existing unincorporated communities.

Program: 13.51 Encourage the unincorporated communities and special districts to apply for State Park Bond funds for parks and recreation.

Responsible Agencies: Building and Planning Department,  
Community Development Division  
Building Services and Parks Department

Time Frame: Ongoing





## Citizen Participation

Adoption of the Housing Element of the General Plan follows public hearings before both the Planning Commission and the Board of Supervisors. Public hearings were advertised according to State law. Several study sessions were also held before both bodies which were open to the public. Public hearings were also held by the Tulare County Association of Governments on the Regional Housing Needs Determination.

In addition to this form of citizen participation, several informal sessions were held with members of the community to seek input regarding housing goals, policies and programs. Those in attendance represented the full spectrum of housing interest groups: builder/developers, public and private nonprofit housing providers, low income consumers, and community development specialists. Their suggestions and recommendations were given serious consideration in the preparation of this document.

As part of the environmental review process, a great many Federal, State and local agencies, special districts, cities and local municipal advisory councils were also given an opportunity to participate in the development of this housing element.





# Appendix





## METHODOLOGY

### Regional Housing Needs Determination

The formulas used to calculate the existing and projected housing needs are included in this appendix. The terms are listed and defined, followed by a listing of the formulas used to calculate housing needs and a narrative description of the methodology. Finally, the appendix shows in tabular form how the projected households for 1990 were estimated.

### Definitions

a = vacancy ratio

b + c = housing cost to income ratios

ln = natural logarithm

Aho = available housing units

hh = households = occupied housing units

hv = median value of owner-occupied units

fi = median family income

rv = median rent of renter-occupied units

fu = unweighted variance factor

fw = weighted variance factor

RVR = Regional Vacancy Rate = .045

AVR = Available Vacancy Rate =  $\frac{Aho - hh}{Aho}$

Shc = Shortfall coefficient

OVR = Optimal Vacancy Rate

NE = Existing Need (1980)

Np = Projected Need (1990)

# Formulas Used to Calculate Existing and Projected Housing Need

$$a = \frac{\ln Aho_{70} - \ln hh_{70}}{\ln Aho_{80} - \ln hh_{80}}$$

$$b = \frac{\ln hv_{80} - \ln hv_{70}}{\ln fi_{80} - \ln fi_{70}} \times \% \text{ owner hh}$$

$$c = \frac{\ln rv_{80} - \ln rv_{70}}{\ln fi_{80} - \ln fi_{70}} \times \% \text{ renter hh}$$

$$\left. \begin{aligned} fu &= \frac{a + (b + c)}{20} - .1 \\ fw &= fu \left\{ \frac{RVR}{AVR} \right\} \\ Shc &= \frac{1}{1 + fw} \end{aligned} \right\} Shc = \frac{AVR}{AVR + .00225 (a + (b+c)) - .0045}$$

$$OVR = (AVR) Shc$$

$$N_E = \frac{hh_{80}}{1 - OVR} - Aho_{80}$$

$$N_P = \frac{hh_{90}}{1 - OVR} - Aho_{80}$$

Section 6932 of Title 25 of the California Administrative Code sets forth the income limits used by the State Department of Housing and Community Development, which are in large part based on the HUD income limits. Usually this limit is determined for a four-person household. A set of other factors is used to determine eligibility limits for other household sizes.

Applied to Tulare County, a household of very low income is one with an income of up to 50% of the median income for the region. A household of low income is one with an income of 51-80% of the median regional income. A moderate income household is one with an income of 81-120% of the median regional income. A household with an income greater than 120% of the regional median is considered of above moderate income.

For purposes of the housing needs determinations, this report does not adjust the income levels by household size. It considers the 1979 income distribution of households for the county and city, as reported by the Census Bureau in the 1980 Census. The Census reports a 1979 median household income for the region as \$14,153. Thus, a household with an income of \$7,077 or less would be very low income, a household with an income from \$7,078 to \$11,321 would be low income, and a household with an income of from \$11,322 to \$16,984 would be considered of moderate income. An income of greater than \$16,984 would be above moderate income. These income limits were used to estimate the proportion of households in each jurisdiction in the county in the four income categories.

For the county, 22% of the households are very low income, 18% are low income, 19% are moderate income, and 41% are above moderate income. Table 6 shows the 1979 distribution of each jurisdiction's households compared to the county median household income.

Since AB 2853 requires each council of governments to determine regional housing needs, what is implied by a determination of household needs by income category is movement toward the distribution of households by income category within the region.

This movement-toward-the-regional-distribution presumption is in effect a goal to promote greater housing opportunities throughout the county. For purposes of this report, the existing city percentages are averaged with the existing county and regional percentages to determine the percentage to be applied to the projected housing need to promote a more equitable distribution of housing opportunities within the County.

For example, the City of Dinuba (with 23% very low) is averaged with the county (22% very low) to derive a projected percentage of 22% very low ( $23+22=45$ ;  $45/2=22.5\%$ , with figures rounded toward the county percentage).

#### Calculating the Optimal Vacancy Rate

After calculating the three ratios (a), (b) and (c), they are summed in the following manner:

$$fu = \frac{a + (b + c)}{20} - .1$$



Ratios (b) plus (c), combined, are given equal weight to ratio (a) in the formula. Thus, if they sum to a value of 2, then the existing available vacancy rate would be the optimal rate and the existing need would be 0. Also, a floor constraint is set, such that (a) > 1.0 and (b) plus (c) > 1.0. This implies that the optimal rate cannot be less than the available vacancy rate, and there cannot be a "negative housing need." The larger the variance (fu) from zero, the greater the implied disequilibrium with respect to excess demand over supply.

After calculating the variance factor, a weight is applied to adjust for a Regional Vacancy Goal Ratio. This ratio is used to adjust the difference between a jurisdiction's vacancy rate and the regional vacancy goal of 4.5% for all housing. The reciprocal of the ratio (jurisdiction vacancy rate/Regional Goal vacancy rate) is a multiplier which is applied to the variance factor (fu) to calculate a weighted variance factor (fw). The multiplier is used to minimize any potential bias against jurisdictions that may have high initial vacancy rates. Generally, these jurisdictions are older and have a higher proportion of units that are substandard. Since substandard units do not generally turn over as fast, they create artificially higher vacancy rates that do not reflect actual demand in a jurisdiction for adequate housing.

Next, a coefficient of short-fall is calculated. This coefficient represents the deficiency by which the existing vacancy rate must be adjusted in order to obtain the optimal vacancy rate. If the local market is near equilibrium, then the variance approaches 0.0. A short-fall coefficient of 1.0 equals the existing vacancy rate, and the existing need would be zero.

That is,

$$\frac{1}{1 + 0} = 1.0$$

After calculating this coefficient, it is used to raise the existing rate to an optimal level by use of a power function. A power function ( $y^x$ ) is used where: y = calculated vacancy rate and x = the short-fall coefficient. This function is used because it suggests mathematically a relationship that best measures severity of the housing short-fall and is not linear, but increases the upward movement of the optimal vacancy rate at an increasing rate as the coefficient of short-fall diverges from 1.0. As a measure of elasticity, for every 0.01 decline in the severity coefficient there is an approximate 4% decline in the available vacancy rate needed to move the market near equilibrium. Now, assume that the available vacancy rate in a community is .038 or 3.8% of the available housing stock. Let,  $(0.038^{.8704} = .058)$  which implies that the optimal vacancy rate should be closer to 5.8% as opposed to 3.8%. The difference between the two numbers implies a housing production short-fall.

# HOUSEHOLD PROJECTION DATA

## Dinuba

1975	1976	1977	1978	1979	1980	1981
<u>2856</u>	<u>2965</u>	<u>3026</u>	<u>3074</u>	<u>3114</u>	<u>3194</u>	<u>3276</u>

1982	1983	E*	Projected 1990**
<u>3298</u>	<u>3320</u>	<u>-137</u>	<u>3725</u>

r = .99

## Exeter

1975	1976	1977	1978	1979	1980	1981
<u>1844</u>	<u>1917</u>	<u>1976</u>	<u>1972</u>	<u>2035</u>	<u>2073</u>	<u>2087</u>

1982	1983	E*	Projected 1990**
<u>2134</u>	<u>2147</u>	<u>-90</u>	<u>2402</u>

r = .98

## Farmersville

1975	1976	1977	1978	1979	1980	1981
<u>1135</u>	<u>1239</u>	<u>1288</u>	<u>1382</u>	<u>1463</u>	<u>1573</u>	<u>1672</u>

1982	1983	E***	Projected 1990***
<u>1691</u>	<u>1710</u>	<u>-172</u>	<u>1957</u>

r = .99

## Lindsay

1975	1976	1977	1978	1979	1980	1981
<u>2079</u>	<u>2103</u>	<u>2238</u>	<u>2296</u>	<u>2297</u>	<u>2333</u>	<u>2353</u>

1982	1983	E*	Projected 1990**
<u>2370</u>	<u>2369</u>	<u>-61</u>	<u>2629</u>

r = .92

## Porterville

1975	1976	1977	1978	1979	1980	1981
<u>4750</u>	<u>5040</u>	<u>5203</u>	<u>5440</u>	<u>6067</u>	<u>6505</u>	<u>7208</u>

1982	1983	E*	Projected 1990**
<u>7298</u>	<u>7416</u>	<u>-944</u>	<u>10049</u>

r = .98

## Tulare

1975	1976	1977	1978	1979	1980	1981
<u>6166</u>	<u>6411</u>	<u>6574</u>	<u>6902</u>	<u>7257</u>	<u>7739</u>	<u>7929</u>

1982	1983	E*	Projected 1990**
<u>8141</u>	<u>8294</u>	<u>-738</u>	<u>10306</u>

r = .99

### Visalia

1975	1976	1977	1978	1979	1980	1981
12400	13025	13993	15168	16542	17810	19088

1982	1983	E*	Projected 1990**
19365	19551	-2217	26605

r = .99

### Woodlake

1975	1976	1977	1978	1979	1980	1981
1084	1121	1138	1312	1410	1569	1298

1982	1983	E*	Projected 1990**
1324	1334	-10	1589

r = .65

### Tulare County (unincorporated)

1975	1976	1977	1978	1979	1980	1981
32960	33700	34000	35267	36194	37024	37447

1982	1983	E*	Projected 1990**
38133	38507	-1857	43941

r = .99

\* Error = predicted 1983 compared with the estimated 1983. All equations underpredicted the 1983 estimates.

\*\* The absolute value shown under E is added to the predicted 1990 figure to adjust the 1990 level. For purposes of the housing needs, the unincorporated households are the county projected households less the sum of the projected city households.

\*\*\* Farmersville projection recalculated to assume reduced household growth from implementation of sewer hookup moratorium during 1983 and 1984.

Source: Regional Housing Needs Determination, TCAG, 1983.



### Determining the Housing Needs of Farmworkers.

For purposes of this report, the EDD estimates were used to project the number of farmworkers for 1990.

1. Because total domestic farmworker employment estimates were available beginning with 1950, a trend-line analysis using simple linear regression was used to project total hired domestic employment for 1990. The 1990 estimate was corrected for the difference between the predicted 1982 level and the estimate for that year. Total domestic farmworker employment was estimated for 1990 at a level of 28,636.

A similar trend-line analysis was produced for regular farmworkers, using 1964-1982 data from EDD. After correction, 1990 regular farmworker employment was estimated at 7,185 - in the mid-range between the historical high of 7,500 for 1970-1981 and the low of 6,690 in 1982.

2. 1980 Census data was used to calculate each city's share of the number of households employed in Tulare County in the occupational category known as farming, forestry and fishing. The bulk of this employment in 1979 occurred in the unincorporated area of the County.
3. For all civilian workers in the Tulare County labor force (employed and unemployed), the 1980 Census showed workers per household in the county to be 1.29. Among the cities, the rates ranged from 1.13 in Exeter to 1.38 in Lindsay. Lindsay, Woodlake and the unincorporated area had labor force participation rates higher than in the county.

It was assumed for purposes of this report that labor force participation among farmworkers is 1.5 workers/household. This assumption was based on the traditional family participation in the fields, the shifting needs of farm operations and an increasing attendance at both regular and migrant schools, as farmworker parents are increasingly realizing the value of education for their children despite their own lower educational attainment levels.

The 1.5 workers/household figure was used to estimate the number of farmworker households for 1980 (using the EDD figures) and for the projected 1990 farmworkers (from step 1 above).

4. Finally, the projection of 1990 regular and seasonal farmworker households was compared with the estimates for 1980 to determine the "projected housing need" for farmworker households. For the region as a whole, the projected need for housing for regular farmworkers is the difference between the projected 1990 number of households of 4,790 and the estimated existing number of regular domestic farmworker households, 4,460. These are distributed among the cities based on their shares of households employed in the occupational category described in Step 2. Farmworker housing need is shown in Table 8.
5. For the county as a whole, the analysis described above suggests there will be an increase in the number of seasonal farmworker households.



Because this report concentrates on determining a needed increase in housing available for year-round occupancy, it is assumed that seasonal workers will continue to be housed in non-year-round units. For planning purposes, this means that no net increase in seasonal or migrant housing is calculated. Each city and the county within the TCAG region, however, should consider this category of need in individual housing elements.

Source: Regional Housing Needs Determination, TCAG, 1983.

#### Market-Rate and Nonmarket-Rate Households

The table from the 1980 Census STF 3A, which compares housing costs (both rental and owner) with income was used as the basis for these calculations. However, several adjustments to these figures were required in order to make them consistent with other population data.

The census did not include all households in calculating the cost-to-income ratio. Selected monthly owner costs are not obtained for mobilehomes, houses on 10 or more acres, condominiums, and houses with a commercial establishment or medical office on the property. Contract rent was not obtained for one-family houses on a property of 10 acres or more; households which do not pay cash rent also were not calculated into the ratio.

The income categories which were used by the Census Bureau do not correspond to the categories used in the Housing Element (Very Low, Low, Moderate and Above Moderate, based upon the median income for the unincorporated area). The Census income categories were assigned to the Housing Element categories through linear interpolation.

The 0 to 24% income category in the census table was assumed to represent the market-rate category; the remaining categories were assumed to represent the nonmarket-rate category. The percentage in each of these categories, for both renters and owners, were then applied to the total number of renter and owner households reported in the 1980 census, to obtain 1980 market-rate and nonmarket-rate households. The same percentages were applied to the 1983 estimated household figures provided by the Department of Finance, to obtain 1983 market-rate and nonmarket-rate households. The same percentages were also applied to the 1990 estimated household figures, by income category, provided by the TCAG Regional Housing Needs Determination, to obtain 1990 market-rate and nonmarket-rate households.

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